

ORAL HISTORY INTERVIEWS

STANLEY F. SEIGAL



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Interviews Conducted by:
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Statement of Donation

**STATEMENT OF DONATION
OF ORAL HISTORY INTERVIEW OF
STANLEY F. SEIGAL**

1. In accordance with the provisions of Chapter 21 of Title 44, United States Code, and subject to the terms, conditions, and restrictions set forth in this instrument, I, Stanley F. Seigal, (hereinafter referred to as "the Donor"), of Tempe, Arizona, do hereby give, donate, and convey to the Bureau of Reclamation and the National Archives and Records Administration (hereinafter referred to as "the National Archives"), acting for and on behalf of the United States of America, all of my rights and title to, and interest in the information and responses (hereinafter referred to as "the Donated Materials") provided during the interviews conducted on December 1 and 18, 2003, at my office at Universal Field Services, Phoenix, 3638 Central, Phoenix, Arizona, and the interview conducted on ^{9/15} March 18, 2004, at my office in the City of Scottsdale offices, and prepared for deposit with the National Archives and Records Administration in the following format: cassette tapes and transcripts. This donation includes, but is not limited to, all copyright interests I now possess in the Donated Materials.
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INTERVIEWER: _____
Brit Allan Storey

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Editorial Convention

A note on editorial conventions. In the text of these interviews, information in parentheses, (), is actually on the tape. Information in brackets, [], has been added to the tape either by the editor to clarify meaning or at the request of the interviewee in order to correct, enlarge, or clarify the interview as it was originally spoken. Words have sometimes been struck out by editor or interviewee in order to clarify meaning or eliminate repetition. In the case of strikeouts, that material has been printed at 50% density to aid in reading the interviews but assuring that the struckout material is readable.

The transcriber and editor also have removed some extraneous words such as false starts and repetitions without indicating their removal. The meaning of the interview has not been changed by this editing.

While we attempt to conform to most standard academic rules of usage (see *The Chicago Manual of Style*), we do not conform to those standards in this interview for individual's titles which then would only be capitalized in the text when they are specifically used as a title connected to a name, e.g., "Secretary of the Interior Gale Norton" as opposed to "Gale Norton, the secretary of the interior;" or "Commissioner John Keys" as opposed to "the commissioner, who was John Keys at the time." The convention in the Federal government is to capitalize titles always. Likewise formal titles of acts and offices are capitalized but abbreviated usages are not, e.g., Division of Planning as opposed to "planning;" the Reclamation Projects Authorization and Adjustment Act of 1992, as opposed to "the 1992 act."

The convention with acronyms is that if they are pronounced as a word then they are treated as if they are a word. If they are spelled out by the speaker then they have a hyphen between each letter. An example is the Agency for International Development's acronym: said as a word, it appears as AID but spelled out it appears as A-I-D; another example is the acronym for State Historic Preservation Officer: SHPO when said as a word, but S-H-P-O when spelled out.

Introduction

In 1988, the Bureau of Reclamation created a History Program. While headquartered in Denver, the History Program was developed as a bureau-wide program.

One component of Reclamation's history program is its oral history activity. The primary objectives of Reclamation's oral history activities are: preservation of historical data not normally available through Reclamation records (supplementing already available data on the whole range of Reclamation's history); making the preserved data available to researchers inside and outside Reclamation.

Questions, comments, and suggestions may be addressed to:

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For additional information about Reclamation's history program see:
www.usbr.gov/history

**Oral History Interview
Stanley F. Seigal**

Storey: Well, this is Brit Storey, Senior Historian of the Bureau of Reclamation, interviewing Stan Seigal at his office, offices in Phoenix, Arizona, at Universal Field Services Inc. This is tape 1. It is December 1, 2003, at about three o'clock in the afternoon.

Let me ask you, Mr. Seigal, where you were born and raised, and educated, and how you ended up at the Bureau of Reclamation?

Early Life

Seigal: Oh, I was born at Carmel by the Sea. My father—April 3, 1942. My father was stationed at Ford Ord, and he'd just got out of the Army and had not left. And, the family ultimately moved to Amarillo, Texas, later in '42. So, I grew up in Amarillo.

I went to high school, graduated 1960. I went to a junior college for a couple of years there in Amarillo. And, I started to work with Reclamation April 29, 1963, and was going to school at night, at the junior college, and one of my professors told me about that the federal government had a job as an engineering draftsman. At that time Reclamation had just started construction of the Canadian River dam [Sanford Dam], and it was under construction. So, I went down and met a gentleman named Jack Silloway [spelling?] with the Bureau, and they had me fill out the old 171, and they went through some process with O-P-M [Office of Personnel Management], got me on a list, a certified list or whatever. So, they hired me. And so I started out as a GS-5, Engineering Draftsman on the Canadian River Project in Amarillo, Texas.¹

Storey: You were studying engineering in college?

Seigal: I started out towards engineering, and after I got in a couple of math classes I realized that wasn't going to be my piece of cake. (Laughter)

Storey: It wasn't?

Seigal: So I had a, I ultimately got an Associate of Applied Science degree there in 1965, and

1. The Canadian River Project is in the Texas panhandle, providing municipal and industrial water for 11 cities and towns throughout the High Plains area. The primary purpose of the project is to supply water to the Texas cities of Borger, Pampa, Amarillo, Plainview, Lubbock, Slaton, Tahoka, O'Donnell, Lamesa Levelland, and Brownfield. The principal storage structure is Sanford Dam on the Canadian River about 37 miles northeast of Amarillo. For more information, see Eric A. Stene, "Canadian River Project," Denver: Bureau of Reclamation History Program, 1995, www.usbr.gov/projects/pdf.php?id=92.

a speciality in engineering drafting. And so, in long short, and long story short it came to help me out when I came to Reclamation, kind of the engineering, drafting. It helped me get the job. Later on, after I got to Arizona, I graduated Arizona State University in 1980, and my special then was Business Administration, and I specialized in real estate. And . . .

Storey: Well, tell me about your first job.

Engineering Draftman for Reclamation

Seigal: My first job was with Reclamation on the, it was called the, we were in town. It was the Office, Office Engineering, and they had a field construction office at the dam. And so I, we had, there was about fifty people in the office where I was. We were called Office Engineering. It was a fairly young group. My first-line supervisor, the guy was Chief of the Design, he was about twenty-five, twenty-six years old, and he, most of the engineers at that time, in that particular organization, had gone to school at Texas Tech, which was in Lubbock. And, so in retrospect, I look back I realize how kind of a young group we were. The Project Manager and the Chief of Office Engineering, they were probably at the end of their career.

But, it was a fun job. I, we worked hard, but the young, the youth came out of us and we played hard. It was a real good learning ground for kind of how the engineering part of Reclamation, from the field perspective. Because that office was collecting design data and putting it on maps. We did a lot of plan and profile alignment drawings and geology work. So, this was data we were collecting. It was going to Denver, and it would be used by the designers. And that particular project was, is a, I guess a fair-sized dam. It was a 200-foot high earth-filled dam about a mile and a half long, and somewhere in the neighborhood of about 300 miles of buried pipe system.

And, so when I wasn't doing drafting on the engineering side, I had one period I was assigned to the Right Of Way Group, and worked for some folks. And I would, my job as a draftsman I was drafting up the little planned or exhibits showing the actual piece of real estate that the Bureau was trying to buy from whoever the landowners were. And, the other times you'd be working in Contract Administration. I did some work with, we were going through drill logs, where these geologists would go out and they had drill logs going from Amarillo all the way to Lubbock. They'd drill a hole every thousand feet or whatever and they'd have the log explaining what it was. It was an interesting job. Like I say, we worked hard but we played hard. And, it just gave me a good basis for a feel in terms of how the Bureau operated in the design data collection. And, it kind of helped me later on when I got into the real

estate. I had a feel for what went on out in the field, and what things would be happening, and what kind of process.

Storey: Uhm-hmm. You were in the office all the time?

Seigal: Yes. The job in Amarillo was Office Engineering, and I was there for about two and a half years, Civil Engineering Draftsman. And, we did it was mostly plan and profile drawings. Did a lot of geology work. A couple of jobs that were, the six months I was doing right-of-way plats, we was probably doing maybe eight or ten drawings per day, at that time. They were in the peak of their acquisition stuff.

At that time I didn't know beans about real estate. Just knew what, my little part that I was doing. So, I got acquainted with a gentleman named Marion Everhart [spelling?]. He was an appraiser there, for the project. And another fellow was named Bobby Bond. And, I later worked for Bobby Bond in real estate in Phoenix. Marion Everhart, he went on to Nevada, and worked with in Phoenix as well, but, while I was on the project I got to doing some of the exhibit drawings for Marion, because they were in court, in litigation, which I knew nothing about at the time.

So, we were taking data from a lot of these plan and profile drawings that we had done. We'd take geology data, where we'd drill holes. And, he had one case that it was a ranch north of town and the ranchers were arguing that this buried pipeline was going to cut off their stream flow of water and that way they wouldn't have water for the pasture for their cattle in this one area. So anyway, we went back and pulled out the design data stuff, the data collection for geology drill holes and all that, and started, and it showed that underneath the pipe there was this deep layer of sand which would allow water to seep and go on through and therefore wouldn't cut off this underground supply of water that was supposed to be for feeding this guy's cattle. (Storey: Uhm-hmm.) I don't what, how the case ever came out but that was kind of my first really getting connection into what was happening in the real estate aspects of the project.

Storey: Uhm-hmm. Any other cases like that?

Subordination Agreements

Seigal: Not in Amarillo. I know they did a lot of work, it was kind of interesting at that time. There had bit, some litigation down in Houston in the oil field country, in South Texas and Oklahoma, where they were doing slant-hole drilling, which was illegal. They were, the oil companies would drill from, in one location and slant drill over into another piece of property and be sipping their oil. And, it was, at that time that

was happening it was in the news, we were at the reservoir. We had a petroleum geologist who worked for the project. There was only one. The guy's name was Roy Keene. And so, the reservoir was located right in the middle of a producing gas field, and they didn't want to buy the gas fields out, in the sense of just buying it and own it. They were getting what we called, they called subordination agreements.

So, the Bureau would go out there and where ever they had a well they'd go through a process with the petroleum engineer. They'd cap it, seal it off, and they had some little places on the fringe of the reservoir, above the high water line, and there'd be a large pad maybe the size of the infield of a baseball stadium, and they would re-drill those wells from that location. And slant hole, slant-drill them back out to where they'd be taking the gas from the location where the original well was taking the gas out. It was kind of interesting, you know. We got to see the construction going on with that. I was a little bit aware there was something that was happening in the real estate side of it, (Storey: Uhm-hmm.) to extinguish those interests, but yet allow them to still produce that gas.

Storey: Who was doing the drilling?

Seigal: The Bureau had its own construction contractors. They had the petroleum geologist had a contract with, they had put it out for bid, and some drilling company, I don't who they were, was performing this drilling another gas well, but they were legitimately doing slant-hole drilling.

Storey: Interesting.

Seigal: Under contract with the Bureau.

Storey: So, we were preserving their mineral right, or their oil and gas rights?

Seigal: Well, yes but . . .

Storey: I guess they make distinctions?

Seigal: Yeah. In that area was, is close to Borger, Texas. Borger, Pampa. Actually Borger is, I think, the closest, but as a maj—the oil fields were explored or developed in the early thirties, and the oil fields were still in pretty high production I think, at times. But then, they found oil first and then they started finding natural gas. And so, that area from Borger and Pampa, back off to the north, and towards the west, is a huge natural gas field. And helium. They had helium out there somewhere.

Storey: Borger? Border?

Seigal: It's Borger.

Storey: How do you spell that?

Seigal: It's B-O-R-G-E-R.

Storey: B-O-R-G-E-R?

Seigal: It's also named, kind of known famous for the Phillips 66.

Storey: Oh.

Seigal: Phillips is the one that first found oil at Borger. They also call it Phillips, Texas, which is right close to Borger.

Storey: Yeah. What about Roy Keene? How was his last name spelled?

Seigal: Keene was K-E-E-N-E.

Storey: Okay.

Seigal: And, after I left the project, I don't know where Roy went. He was probably a little older than the average employee of the office, but I expect he stayed in the oil and gas industry and went on to do something else.

Storey: Who was your supervisor?

Amarillo Engineering Office

Seigal: My first-line supervisor was a fella named Emmet Gloyna, and he was a civil engineer. His last name is spelled G-L-O-Y-N-A, and he was from a little town south of Amarillo. I think it was Kress, K-R-E-S-S, Texas. I remember at the time we were doing these right-of-way plats that I spoke about earlier one of the pipelines taking water to Lubbock crossed his father's farm. And so we had to buy, we were buying land from Senior Gloyna. (Storey: Uhm-hmm.) And, I guess they got it negotiated. I just remember the plat. I don't know what the outcome (Laugh) of the negotiations were. Because, like the rest of the farmers, they're generally pretty tough. (Laugh)

The other fella that, a couple of them that I remember pretty well was a guy named Bob Weimer, he was the Office Engineer. W-E-I-M-E-R. When they closed down the project office where we worked he went over to the Regional Office, which was in Amarillo. And, I think he retired there. Our Project Manager was a gentleman named Bob Crane. And, I just remember the guy. He was a pretty quiet fella, and he had land—I don't know whether he was Canadian, but they, he had a wheat farm in Canada. And so, whenever he had vacation time, or annual leave, so they called him Spike Crane, Spike went off to Canada and he'd come back a month later, I guess, after the wheat harvest. (Storey: Hmm.) And another fella there, went on to, his name was Vern Grantham [spelling?]. He left the project after I did and wound up at Pueblo, Colorado. They built a reservoir and Vern Grantham [spelling?], I think he might have been the Project Manager or Project Engineer on that job.² (Storey: Uhm-hmm.)

But, these people just kind of, in those times of the construction jobs, they would finish and just kind of like a large family, just kind of split up and go different places. And, I know most of the people that were Reclamation career employees there in Amarillo they had either came from Tucumcari, Albuquerque, from San Angelo, Texas. There was a job that finished down there. And then, one over in Okla—Southwestern Oklahoma. So the career folks that were there came, most of them were from those four locations. (Storey: Uhm-hmm.) And, they hired a few people located in Amarillo, which I was fortunate to get on. It was a good job.

Storey: Uhm-hmm. Tell me about the style of supervision back then? That would have been the mid-60s.

Office Supervision

Seigal: Well, in the office where I was it was, I guess in retrospect I'd say at that time the supervision element seemed rather transparent, compared to like now. But, we were all fairly young. I was like twenty-one, twenty-two. And, like I say, my boss was twenty-six. He's like an old guy to me. But, in that office Emmett, it was, everything was fairly low key. We were in a small group setting situation. They had just started, maybe they had just started, but I remember early on there was a couple efforts trying to come up with a performance, way to evaluate performance levels. And there was only three at the time. It was unacceptable, acceptable, and outstanding. And, it seemed kind of awkward, but yet it was not onerous. As long as you were doing your

2. Pueblo Dam is the terminal storage feature for the Fryingpan-Arkansas Project. The dam is located on the Arkansas River in Pueblo County about 6 miles upstream and west of the city of Pueblo, Colorado. For more information on the Fryingpan-Arkansas Project, see Jediah S. Rogers, "Fryingpan-Arkansas Project," Denver: Bureau of Reclamation History Program, 2006, www.usbr.gov/projects/pdf.php?id=120.

job everything was okay. I don't remember anybody getting fired, (Storey: Uhm-hmm.) on the project there. I remember one guy was, he was a field guy. It was kind of a funny story.

He was able to sit at his desk and kind of hold a book and go to sleep. Well, anyway, the project manager came by one day and saw him asleep. And so the next day he was back out in the field, which that's where he wanted to be anyhow. He didn't like working in the office. He's a field inspector kind of guy. But, I just don't recall anybody being terminated, you know. (Storey: Uhm-hmm.) Which was kind of nice.

Storey: Were there any problems in the office that you remember?

Seigal: I don't remember any kind of personnel problems.

Storey: Well, what about construction issues or anything like that?

Seigal: The construct—I don't, there could have been at the time. The only one, thing I can recall, and I don't know if it was a real problem, they were doing some grouting at the dam. See, the dam was about oh, sixty, seventy miles away from town. And, I probably went to the construction site two or three times while I was with the Bureau, at least at the dam. They had, at one period of time they were grouting for around the dam, the footings and foundations. They had some, that area was a kind of they call it a dolomite. Its kind of a soft rock, and I guess it can crumble or break. But, they had a couple of places where they were pumping grout in that they were going for like a couple of days, pumping grout into a hole, to seal an area off. The problem, I'm sure they had some concern then about if they were getting it sealed off. (Storey: Uhm-hmm.) But, I think they probably did. I don't know.

Since I left, it's been in place for, well it'll soon be forty years. It hasn't failed yet. I don't know, they haven't experienced any problems with water loss, at least that I'm not, I'm not aware of them. (Storey: Yeah.) I mean it could be happening at this juncture. I wouldn't know it. (Laugh) But, unless it was in the news. But, I just, you know, that was the only thing that I can remember of any significance in construction.

They had a, the only other thing was they had a pipe plant in Amarillo. Instead of having an open aqueduct like we have out in the desert areas it was a closed-pipe system from the dam all the way to Brownfield, Texas. It went through Amarillo, Lubbock, Brownfield, Midland, Odessa, and then off to Borger and Pampa. But, it was a buried pipe, and I think the largest pipe was about 120 inches in diameter. And it was a company called SynViro [spelling?]. They had some kind of

a process that they would spin the pipe and have a wire, reinforced wire grid, and they would somehow spin it and spray concrete or cement onto it and then cure it out. There was a picture—my boss, at that time, Emmett he had a little old Volkswagen and so they, I wasn't with them, but they went out to the pipe plant and they put Emmett's car inside of this pipe and took a picture of it. And so it, I remember seeing it later in Denver. It showed up in their Construction Monthly, I think it was L-29 Reports. They were kind of a form of a construction report every month. And, it kind of made a big splash that they, for the Canadian River Project, here's a '61 or '62 Volkswagen stuck in the pipe, you know. (Storey: Uhm-hmm.) And, but I don't recall any real difficult kind of, or at least they weren't apparent to me, any kind of construction problem issues. There probably, there could have been some there at that pipe plant, but at the time I wasn't aware of them.

Storey: What was the water for?

Seigal: The water from the Canadian River, and I don't have the, I don't know how many acre feet it delivered, but it was a municipal-industrial supply. There was not any irrigation associated with it. It was on the high plains, and I think, you know, back then you had some irrigation going on, but they, people had groundwater wells and they were generally run on diesel or gas. And, but it was all municipal-industrial supply for the cities.

Storey: Hmm. So, how long did you do this?

Seigal: Oh, I was in Amarillo for two and a half years. And, by the time I was getting ready to leave it was, the project was starting to decline. I'm going to say they had somewhere around 150 employees total. Fifty there in the Office Engineering, where we were. There was some staff at the dam, and then at the pipe plant. And, I met another fella at the time who later became my boss. It was a gentleman named Dess Chappellear.³ He was on the project. I remember Dess coming in. He worked out of Plainview, in Lubbock, and Dess was probably, I'm going to guess in his forties at that time. So, he seemed like an older guy to me compared to the ones in the office that were my bosses, who were in their mid to late twenties. (Storey: Uhm-hmm.) And so, later on, Dess Chappellear and I showed up in Phoenix, and I was working for Dess Chappellear. And I can't spell his last name. (Laugh)

Storey: Oh. I've got that. (Laugh)

3. Dess L. Chappellear participated in Reclamation's oral history project. See, Dess L. Chappellear, *Oral History Interview*, Transcript of tape-recorded Bureau of Reclamation Oral History Interviews conducted by Brit Allan Storey, senior historian, Bureau of Reclamation, in Boulder City, Nevada, edited by Brit Allan Storey, 2011, www.usbr.gov/history/oralhist.html.

Seigal: I'm willing to look it up.

Storey: I've interviewed him.

Seigal: Okay. And, yeah, Dess had worked on the Canadian River Project. If there was problems with the construction, Dess probably has already filled you in.

Storey: Well, why, what caused you to change?

Leaving Amarillo

Seigal: When I hired on, one reason I went to work for the Bureau was obviously I had a chance to go to a—I got a modest pay raise. I was working for Phillips Petroleum at the time. I was able to get a raise. My job was going to be ending with Phillips. I was going to have to leave and go to Bartlesville, or someplace. And, we were interested in the job because my wife and I thought, "Well gee, that would be great if I could get a job and get on with the government." We knew the job would end, and then we'd have the opportunity to transfer someplace else. And, we'd both grown up there. And so, that was a kind of a real high on our list of, "This will give us a chance to move someplace," and, which it did. By sixty, I left in '65, September of '65. (Storey: Uhm-hmm.)

The construction was starting to wind down. They still had a fair amount left but, I mean, it was clear. We were starting to drop staff, and I was able to get a job, or an offer, in Boulder City, Nevada. There was a couple of people there in, that I had worked with in Amarillo, a guy named Glenn Hammer, and a fella named Theo Miller, and I had worked for both of them when I was drawing the right-of-way plats. So, anyway, long story short, I had a call from Glenn Hammer who was in Boulder City, this was in '65, and said they had an opening in the drafting section and wanted to know if I was interested. And so, at that time I said, "Well sure. Why not?" And so we up and moved to Boulder City, Nevada in 1965.

Storey: Did you go out and look at it, or . . . ?

Seigal: No. At that time, well at least the position, I was an engineering draftsman, they weren't too inclined to have you come out and just to come take a look. Periodically, they would take people and send them on detail. They might be there for a couple of weeks working, but we went sight unseen. Just knew it was a Regional Office, and it was a, what we called a lateral. I was a GS-5, and I took a lateral. And so, we went to Boulder City, Nevada, and we were there for about two and a half years. And, again, I was an engineering draftsman and had got a promotion. Oh, I guess I'd been

there about a year and got a promotion to a GS-6. And, about a year later got another promotion to a GS-7. And, I believe the Chief of the Drafting Section was a GS-8 or 9.

Transferring to Boulder City

But, I had worked for a gentleman named Whitey Whitebread. It was actually Maynard W. Whitebread. Just like white and bread. And that was an interesting time. I got more involved in doing right-of-way plats. The Bureau had, out of that Regional Office, had a lot of presence on the Lower Colorado River, and so we were doing a lot of mapping for the Lands folks on the Cibola, Cibola Channel. It's on the Colorado River just below Blythe. They were channelizing the Colorado River below Blythe and above Imperial [Dam].⁴ So, I got a quite a bit of experience working for the Right of Way folks, a guy named Curt Bowser at the time, and some of his staff.⁵ Did a lot of mapping along the lower Colorado River. Some of the project maps, they're in Reclamation's, their *Project Data Book*, you'll see a lot of these maps. They call them Project Data Map.

And out, of course, in the region they had a number of projects under their supervision or administration. So, I did a lot of mapping for color overlays. And, the drafting at that time was just a lot of freehand work, pen and ink on linen. The project maps were color maps. They'd have, for each color you'd have a separate layer or a separate sheet for like maybe red, blue, green, black, brown. Each color would require a different map to have to overlay the other ones. And, when they would print them that's the way they could keep the color separations.

Storey: What were the colors for?

Seigal: Well, you'd have blue for water. Green would be like an irrigation or a project service area. Red could be maybe transmission lines. Black would just be names of places. Brown might be kind of a topography thing showing mountains, mountain ranges, valleys. The project features were generally shown in red. A dam, reservoir—a reservoir area would be in blue. But even to this day I think the Bureau,

4. Built in 1938, Imperial dam spans the Colorado River 18 miles northeast of Yuma, Arizona. It is a reinforced concrete structure of the monolithic slab-and-buttress type consisting of an overflow weir, canal headworks at each end of the dam, and a sluiceway between the All-American Canal Headworks and overflow weir. The dam is 3,475 feet long, including a 510-foot rockfill dike at the Arizona end.

5. Curtis W. Bowser participated in Reclamation's oral history program. See, Curtis W. Bowser, *Oral History Interview*, Transcript of tape-recorded Bureau of Reclamation Oral History Interviews conducted and edited by Wm. Joe Simonds, historian, in 1999, and desktop published by Brit Allan Storey, senior historian, Bureau of Reclamation, 2007, www.usbr.gov/history/oralhist.html.

you can still find their large Project Data Map Book and find a lot of these old kind of style color overlay maps, if they're still out there. They, of course today, I don't know how they do them in their drafting section. The technology in drafting has changed to the computer-aided drafting. And, I don't even know how they them now.

Storey: Uhm-hmm. The—you said, Cibola?

Seigal: Cibola. Uhm-hmm. It's C-I-B-O-L-A.

Storey: Uh huh. What was going on there?

Seigal: The Regional Office had a, in a lot of Reclamation offices even back into the '40s, going that far back, they were into water conservation in the sense of trying to get rid, a term called phreatophyte control. They were trying to find ways to eliminate salt cedars, plants that take an extremely amount, high amounts of water. They were starting to line canals. Even before they starting lining they were trying to get rid of vegetation, (Storey: Uhm-hmm.) chopping down trees, cottonwoods, poplar trees that might be close to a dirt-lined canal because the trees were sapping up a lot of their water.

So, in the Cibola Channel there was some kind of an agreement between Arizona and California. I don't know the particulars of it, but the Bureau's plan was, at that time, was to channelize the river, and it puts it in a more narrow channel. You have less evaporation, less water to seep into the ground and feed these phreatophytes, like the salt cedar trees. And then, also, in a flood control situation it would contain the river and it wouldn't spread out too wide. But, in that area there wasn't a lot of improvements or development that a flood would really hurt. It was primarily a, the engineer's way to save water. (Storey: Uhm-hmm.) And it maximized their delivery capability.

Storey: What other projects did you work on?

Dixie Project

Seigal: Well, when I was a draftsman there, in that period, I was an Engineering Draftsman from '65 to '68. I was on detail to St. George, Utah, for a couple of trips. At that time, they were working on the Dixie Project, which was a dam at St. George. I forget the name of it now, but they were doing a lot of design data collection. This would have been '67, I would think. But, it was an interesting experience up there. We worked a lot of hours, and it was really my first part of my job with the government where I was away on detail, away from my home, and getting to work.

We were doing overtime, and then on per diem. And, I think at that time per diem in St. George was \$16 a day. That was for your, that included your hotel and, your room and your meals. (Laugh)

And, there was a guy named, his name was Dale Westcamp [spelling?]. He kind of, he tagged me to come up there. I had worked with him. He was a geologist in the Regional Office in Boulder City, and he was one of, part of the crew that was on detail up there. And so, I worked with Dale on a lot of his design and geology stuff, excuse me, that he was collecting. So, he had this deal, we had a hotel where we were staying. It was \$3 a night. I shouldn't say hotel, it was more like the old term "tourist court." (Storey: Uhm-hmm.) And, it was a nice little clean place. It wasn't big, but it was nice and clean. I think our room was \$3 a night, and so that left \$13 to eat on for a day. And, we were, you could save money. Not much, but you could save a little bit of money. That project it finally, it kind of, finally fell through. The area, they found out later, it was the Dixie Project, they found out that the dam site was located in an area that was earthquake zone. And so, the project it went off the roles of Reclamation's projects and probably will never get built.

Other projects, at the time they were doing, we did a little bit of work on Southern Nevada Water Project.⁶ When I say "we", as a draftsman, the real estate folks under Curt Bowser, and Glenn Hammer whom I'd worked with in Amarillo, they were buying rights of way for the first phase of the Old Southern Nevada Water Project. And, so I did quite a few right-of-way plats for Glenn Hammer and Theo Miller.

Storey: That's the pipeline from Hoover to Las Vegas?

Seigal: It'd be, it would come out of Lake Mead, and goes up kind of Las Vegas Wash, through the River Mountain Tunnel, crosses Las Vegas Wash and kind of goes into Nellis Air Force Base, and I believe it goes west up Flamingo Road, or whatever. But, that was the first phase. That was '65, '67. (Storey: Uh huh.) That was the first phase of the Regional Southern Nevada Water Project. (Storey: Yeah.) Its since gone into, I think they're in the third phase. I don't know the details of the third phase, but they did a second line parallel, and then there's a third something happening up there. I was never involved in the second phase, or the third though.

6. The Robert B. Griffith Water Project (formerly Southern Nevada Water Project) was constructed as a single-purpose project capable of supplying 299,000 acre-feet of supplemental municipal and industrial water annually from Lake Mead to the service area of Las Vegas, North Las Vegas, Henderson, Boulder City, and Nellis Air Force Base in southern Nevada. For more information, see Jedidiah S. Rogers, "Robert B. Griffith Water Project (formally the Southern Nevada Water Project," Denver: Bureau of Reclamation History Program, 2006, www.usbr.gov/projects/pdf.php?id=181.

Storey: Yeah. But, you were doing drafting for that?

Seigal: I was still, I was an Engineering Draftsman and so we did a lot of geology mapping, did a lot of stuff for right-of-way plats, for individual parcels that they were buying for that project. Another one, as kind of comes to my mind there was some, they were building electrical transmission line—I'm trying to remember where that line went, but there was a high voltage, a 230 kV transmission line they were building and buying rights of way for. And, did a lot of plats on that. When I say plats, they'd just be a very specific little strip of exactly what piece of real estate did we need to buy from each individual owner. And, there may be four or five of them a mile, out in the rural areas, that you'd be doing it. (Storey: Uhm-hmm.) So.

END SIDE A, TAPE 1. DECEMBER 1, 2003.

BEGIN SIDE B, TAPE 1. DECEMBER 1, 2003.

Seigal: For this job in Austin, Texas, and my boss Emmett's brother was a professor at the University of Texas so I was interested in going to Austin because I still thought I could get back and go to college. (Storey: Yeah.) So, I had applied for a job as a draftsman. And, it went on for a month or two, and he was always needling me.

You still got that going? (Laugh)

Storey: Yeah.

Seigal: Anyhow.

Storey: Keep going.

Seigal: They had phoned up this letter, Emmett my boss, had been part of the culprit behind it, phoned up this letter, and I came back to work one day from lunch and here was this letter on my desk, and I had to open it. And, it was purported to be a letter from the project office in Austin saying that I didn't get the job, it had been decided not to fill it or something. And, of course that, kind of my, kind of, my spirits kind of went down like, "Darn." Because I really really thought that'd be neat, go to Austin, it was a nice town. (Storey: Yeah.) Anyway, they phoned up this letter saying I didn't get it. And then the next day, literally the next day, the real letter came in from that office saying they decided not to fill that job. (Laugh) And so Emmett and the guys that were behind it they felt, I know they felt pretty pretty small, but it was done in, you know, it wasn't any, they weren't trying to hurt anybody. It was more out of prank, but it kind of backfired on all of us.

Storey: They were teasing you?

Seigal: Yeah. Yeah. So. Anyway, the job never did, never did get filled but everything's worked out. It was probably in about six months or less the deal opens up and I went to Boulder City. And so, but it worked fine. It'd been, if I'd gone to Austin they probably, it had closed and I'd been stuck in Austin. (Storey: Uhm-hmm.) So anyway, that was just kind of a sample of the kind of humor that we would do on people in that office.

Storey: So, did you try and get into A-S-U [Arizona State University]—I mean U-N-L-V [University of Nevada Las Vegas] then?

Seigal: No. I didn't have a high interest. We lived in Boulder City. I never really had a desire, at that time, to go to school. We just had one child and so going back to college wasn't high on my list. I just really wasn't interested in it, you know. I might have thought about it, but the drive to Vegas at that time it was a pretty tough drive, because you had to go down the old Boulder highway, and through Henderson, and Whitman, and North Las Vegas. And, it was a pretty, pretty good drive to get down to the campus. (Storey: Uhm-hmm.) It's a lot easier now with the freeway that's in. So, I didn't really get started until I, thoughts of going to school to finish and get a degree, until we, later on, we moved from Boulder City and came to Phoenix. So, maybe that's the door opener for Phoenix.

Working for the U.S. Navy

We moved to Phoenix in June of 19—, excuse me. I got to, let me back up. After my first tenure there in Boulder City, I worked for Maynard Whitebread. I was an Engineering Draftsman. February '68 I left Reclamation and went to work for the U.S. Navy, and I was there in Port Hueneme, California, for two and a half years, as a civilian employee. And, we were attached to a group called Naval Facilities Engineering Command. And, what they were doing, I was, it was Civil Engineering Draftsman, and they were drawing plans and engineering things for buildings and features and things to be built by the Seabees in Vietnam. And, at that time, they were shipping a lot of material through Port Hueneme. There's a deep harbor there, and so they were loading ships up with all kinds of equipment, material, trucks, tanks, armored personnel carriers, and they were shipping them out to Vietnam. But anyway, I was there for two and a half years. And so, I left the Navy to get back with the Bureau of Reclamation, and that would have been in June 1970.

I was able to come back to the Bureau of Reclamation and that's when I first got a job as a Realty Specialist, and I was employed in the Regional Office, and I

worked for Curt Bowser. And, so that was my first opening into a full-time job in the real estate side of the organization.

Storey: Well, tell me why you left Reclamation?

Seigal: Well, I left, I was a GS-7 and there's no way I could afford to have bought a house. Prices in Boulder City, I couldn't do it on my salary. And so I, I left the Bureau for a promotion. That's how, I went to work for the Navy. I left for a GS-7, and then they gave me a GS-9, with a year of that. And we were living in Ventura, California. And, I got where we didn't really, as far as the location, we really liked that area. It was kind of cold. We kind of missed the desert, but I wasn't happy with the work. I really didn't feel like what the activity we were doing was really very useful, it wasn't being used. So, I didn't have a real job satisfi, job satisfica, job satisfica—I can't even say it.

Storey: Satisfaction.

Seigal: I didn't have a lot of satisfaction with the job, or feedback, positive feedback. And, like when I'd been in Reclamation both in Amarillo and Boulder City, my first time, things that you might be drawing plans for, fairly soon after you drew them, I mean within a year or less sometimes, that thing whatever it was might be under construction, and within a year or two it would be built. You could go out and see it. (Storey: Uhm-hmm.) And, that's part of what I missed. But, the reason I left the Bureau in the first place was for a promotion, for money. And so, I got the money but I didn't like the job. And, that was kind of a, I guess a kind of growing-up experience about, you know, the grass is not always greener on the other side once you get there. (Storey: Uhm-hmm.) But, the folks in the Navy were good to us. I mean, I had a good job, but it just, I didn't have that job satisfaction. And that's, we were, we wanted very badly to go back to Boulder City. It'd been a, we'd enjoyed the first two and a half years.

Returning to Boulder City

So, I got a chance to go back. I'd, even when I'd got to the Navy about every six months I would call the Bureau, and I was talking to a fella named Hal Hankins [spelling?] in the Personnel Group. I remembered, I had met him when I was there my first tour in Boulder City. So, I'd call Hal about every six months to see if they had anything opening up. And, I was willing to come back as a draftsman. I had not thought about wanting to get involved in real estate, but after two and a half years he called me one day at the office in Port Hueneme and said, "I have a job for you." And he asked me if I remembered a guy named Curt Bowser. And, I did, you know,

and kind of, I wouldn't say I knew him real well but I'd done enough work through him that I remembered the name, and he kind of had a recollection of me. Anyway, the job was to be go back to the Bureau as a GS-9 Realty Specialist. And my wife, and I never in my mind dreamed to be a Realty Specialist. (Storey: Uhm-hmm.) And, in fact, my thoughts process had been to try to, I was on the Engineering Technician side of it to do the math, and do the legal descriptions for the property and real estate that they were trying to buy. So, when I went back as the Realty Specialist, GS-9, and my role in at that time, and this would have been June 1970, yeah 1970, was, the title was like Regional Real Property Records Person. So, I was keeping all the real property records for the Lower Colorado Region, and had all the old government plat books, and had to keep those, make entries in those for all the lands we were buying, lands we were selling, permits, and licenses that we were giving to other people that might be using the Bureau's lands. So, that was my opening into real estate.

Storey: Uhm-hmm. So, where did it go from there?

Seigal: Well, I worked for Curt, I was in Boulder City from 1970, to June or July. I'd always moved in the summertime. It seemed like anytime I moved somewhere there was a heat wave going on. (Laugh) And, anyway we left June '74 and came to Phoenix. And, I worked, like I say, for Curt for four years, and after about three and a half years I was, he gave me a promotion to a GS-11. I'd applied, about that time, I'd applied for a job in Phoenix. They were expanding the office in Phoenix because the project was getting more money. I applied for a job and wasn't selected. So, kind of the cat was out of the bag that I was applying for a promotion, because they had not given me one there, and so Curt got me a raise, and I was very grateful for it and he was a good boss. And, but ultimately I applied for another job. It came open in Phoenix. And, at that time we was kind of wanting to get on to Phoenix. I wanted to get involved in the land acquisition on a major project. I mean, I didn't know that much about it but that was my interest in going to Phoenix.

Trespass Issue

But a little background, Curt Bowser was a good teacher, kind of took me under his wing, and he was an excellent boss. I, my mapping and engineering background served me well to deal with the plat books on trying to keep track of the real estate, because you're a lot of it's, you know, plats and drawings. And, I'd been used to doing that. We had one situation where I was down at Blythe. There was, from Blythe going east about, oh, ten or fifteen miles, there's a lot of outdoor advertising signs along I-I think it's I-10. And anyway, they were on the north side of the highway, and they were on Reclamation land. We call that Reclamation

Withdrawn Land. (Storey: Uhm-hmm.) Which is a term to, I guess, segregate or transfer from one jurisdiction to another, i.e. the Bureau of Land Management reserving for potential and future Reclamation projects. Anyway there was about fifteen or twenty advertising signs out there, major big signs, and they were in trespass. And, this was in '70, '74. Lady Bird Johnson, in about '68 to '70, they had a big program of highway beautification program in the United States, and particularly in the West, a lot of it. So, even Bureau of Land Management, they were starting to eliminate advertising signs on federal lands, and even to this day they won't grant them. So anyway, we had these, a dozen or so, advertising signs on Reclamation land. So Curt, he sent me down there to go map it out, so to speak, find the signs, identify them, figure out where they were located, by township, range, section, mile post, whatever could locate them, who owned them. And, most of them were owned by an outdoor advertising sign—I think it was Gary Outdoor Advertising Sign Company. And, they're out of business now. They, somebody bought them out. Anyway, so I went down, took photographs of all of the them and then we wrote people letters telling them, "You got so many days to get your sign off of our property or we're going to bill you, and send you a bill," all these kind of things. Curt had drafted up the letters. I'd worked on them some, but he was the primary author of them. I just provided the locations and who was supposed to get them. (Storey: Uh huh.)

Well, anyway, it turns out we got them all mailed out, and I was down getting ready to go down with the crew that was going to take them out, because nobody had responded, and no one had come out to get their advertising sign and remove it. Well, there was a field office below Blythe. I can't remember the name of the office, but anyway it was on the river and they had a lot of staff, and they had construction equipment, flatbed trucks, and cherry pickers, and cranes, and all kinds of things. Anyway, so I was about ready to go out with the crew to start cutting these signs down, and we were going to put them on flatbed truck, taken them to the dredge harbor. That's what it was, the Cibola Dredge Harbor. They had about a ten-acre parcel there. Anyway, about the time we were about to start doing it we get this letter from a Tom Choals [spelling?], he's an attorney out of Yuma and he represented the, I believe it was the Wellton/Mohawk but he was a well-known attorney in Yuma, associated with the irrigation districts. They were very influential, very powerful, well-known. But anyway, his client, he writes this letter and telling us that this one sign that we had sent them a notice we were going to cut it down, it was a Union 76 sign. It was the biggest one down there. Anyway, long story short, turns out this sign that I initially felt I was on Reclamation Withdrawn Land was on the, located on a ten-acre parcel adjacent to the highway that was patented, or in other words, privately owned. There was no other improvements on the property, and it was the only patented parcel for miles along that side of the interstate, and I missed it. Found the

sign, but I didn't find out that it was patented. So Curt, anyway, he asked me. He gave me the letter, and so he said, "Well, go check it out." So, I put my tail between my legs and took off to Blythe, from Boulder City. I drove down early in the morning, check it out again, get it located. And, when I came back I had to go in, had an egg on my face, said, "Yeah. I missed it. It's a sign located on private land, and we shouldn't be cutting it down." And so, I always remember that. Curt was very nice. He said, "Don't worry about it." he said, "I'll take care of it." And he went back in his office and wrote some letter. I never saw the letter, but it went away.

But, we were within a day or two of going out with a torch and taking that sign down. (Laugh) So anyway, long story, we went down in about a week later and took out all the rest of the signs, put them on flatbed trucks, hauled them to the dredge harbor at Blythe and nobody ever showed up. We never got any money from anybody, but we didn't get accused of chopping down signs that were not on our land. (Laugh) But that was a real learning experience. I, and I, you know, I feel like that a lot of things in the work that we do you almost as learn, you probably learn more from something that you mess up, and Curt was, he kind of, he put you out far enough that you had a chance to fail but he was there to back you up and kind of provide air cover for you if you missed something. And, so I always appreciated that. He was a good boss. And I can't think of any other stories right now for the job in Boulder City. That was probably the, my biggest one.

Storey: Now, that was your first time? Or when you came back?

Seigal: That's when I came back. That's when I was a Realty Specialist. I worked for Curt Bowser, and that was between 1970 and '74.

Storey: Okay.

Seigal: I was in the Boulder City Regional Office at that time. (Storey: Uh huh.) They were doing, there was a little bit of activity on the second phase, I believe, of the Southern Nevada Water Project, but it was pretty much over with at that point.

Storey: Well, that would have been the period of C-A-P [Central Arizona Project]? The early stages (Seigal: Yeah.) of C-A-P?⁷

7. The Central Arizona Project is a multipurpose water resource development and management project that delivers Colorado River water, either directly or by exchange, into central and southern Arizona. The project was designed to provide water to nearly one million acres of Indian and non-Indian irrigated agricultural land areas in Maricopa, Pinal, and Pima Counties, as well as municipal water for several Arizona communities, including the metropolitan areas of Phoenix and Tucson. For more information, see Jennifer E. Zuniga, "The Central Arizona (continued...)

Central Arizona Project

Seigal: Yeah. C-A-P, it was authorized in 1968. I was with the Navy at the time, in California. I remember it being authorized and I thought, "Hey, this might be a good chance for me to get to go back to the Bureau," you know? But, it was, C-A-P was authorized in '68, and a fella who worked in the office he was kind of parallel to Curt, a guy named Bobby Bond, he was the land acquisition person in the Regional Office. I didn't work for Bobby, but Bobby and I had worked together back in Texas when I first came on at the Bureau. And, so Bobby left the Regional Office. I think it was in '72. He moved to Phoenix, and there's a small staff down here who's the old Phoenix Development Office. They had, oh, somewhere around fifty people, and so it converted from being a project development office to a project construction office. And, there was, (cough) most of the people there were in the planning part. And so, those people stayed and they just kind of got overrun by the "construction" staff that started coming in. (Storey: Uhm-hmm.) So, later on I did go back, when I went to Phoenix, I went to work for Bobby Bond.

Storey: Well, what effect did that have (cough), what effect did that have on the region?

Seigal: Well, when the C-A-P started, like in '68, well, '72 they started buying their first pieces of real estate and they were getting ready to start construction on different parts. I believe the first main thing that went was the Havasu Pumping Plant, in excavation. It was the real early start of some later became major funding in the neighborhood of \$2-\$300 million a year going to Phoenix for construction. And so, rather quickly, the project office was as big or larger than the Regional Office staff. And so you had, I guess, it didn't impact a lot on me but some of the people, maybe the upper management, you know, levels might have felt a little bit of jealousy between the region vis-a-vis the project, with all the money going to the project, and they were almost on equals in terms of, and I think they probably were, they were pretty much on equals in terms of grade-wise between the Regional Office staff and the staff on the C-A-P. Which, some of the old guard, that might kind of bother them a little bit. (Storey: Uhm-hmm.) Being the Regional Office, typically, or I shouldn't say typically, but a lot of the construction things were under the guide or under the rule of the Regional Office. They were directed and ran by the regions. C-A-P got big enough, and then with the project manager, I guess it's—before I got there, unbeknownst to me, Cliff Pugh was the Project Engineer and he'd been in Phoenix, and he was pretty politically connected to the Arizona politicians because obviously Arizona project. And, there was difficulties, and I don't remember the details behind

7. (...continued)

Project," Denver: Bureau of Reclamation History Program, 2000, www.usbr.gov/projects/pdf.php?id=94.

it, between he and with Arleigh West and the Regional Office, so. The C-A-P office fairly quickly kind of rose to equals, in many respects, of the Regional Office. And, I think some of the old guard that were in the Region probably had some difficulties with that. But it, it didn't really spin off in terms of making our jobs any more difficult, I don't think. I think probably it was a more frustration from those folks in the Regional Office that might have resented that.

Storey: Tell me more about Arleigh West.⁸ This is the period that, your second time was the period when he was Regional Director, (Seigal: Yeah.) is that right?

Arleigh West

Seigal: Yeah. Well, I was, when I was working in '65? I think he was, in '65 when I got there I think he was Regional Director then. (Storey: Uhm-hmm.) And then, which, I mean I didn't pay that much attention. It wasn't on my radar screen who the Regional Director was. I didn't have to deal with him (Storey: Uhm-hmm.) particularly. But I know when I came back in '70 to '74 and then working for Bowser, Curt and Arleigh went back years. I mean I think they both came to Boulder City about the same time. It was right after the war. I know that's when Curt got there, and I think Arleigh was pretty close in there. But, the stories I've kind of heard from Bowser is that he, he ruled the place with an iron hand. I mean, if everything went okay he was alright, but if there was a problem he just would come, come uncorked on them, you know. Bowser would be there late at night, many times, problems they were having maybe in Cibola, Wildlife Refuge, or whatever areas that there may be a problem in real estate that they would be there at night crafting up letters, and responding to stuff. And, he was just a real hard driver in that regard. I never interacted with Arleigh, but I knew Curt had to deal with it, you know, and those people at his level in the 400-shop, him and Roy Gear,⁹ (Storey: Uhm-hmm.) and I forget some of the other players. But, when Arleigh was on their trail you just didn't go bother them. (Laugh) You had to stay away until they got it, whatever it was, solved. And, while I was there in that period Arleigh left, or retired, and then I think the R-D [Regional Director] that came in that was Ed, Edward Lundberg. (Storey: Uhm-hmm.) I don't remember where he came from, but he was, he was a very pleasant kind of guy, and it was kind of a major change in terms of a lot less tension amongst the folks that were like at Curt Bowser's level, and Roy Gear, and all the division chiefs that were having to report to Arleigh now they reported to Lundberg, and he had a whole lot different

8. Arleigh B. West served as Regional Director in Reclamation's Lower Colorado Region, 1959-1970. Roy Gear participated in Reclamation's oral history program. See, Roy Gear, *Oral History Interview*, Transcript of tape-recorded Bureau of Reclamation Oral History Interviews conducted by Brit Allan Storey, senior historian, Bureau of Reclamation, in Boulder City, Nevada, edited by Brit Allan Storey, and desktop published by Andrew H. Gahan, 2014, www.usbr.gov/history/oralhist.html.

- lower, lower key kind of a managerial style. I suspect he, I know Arleigh probably did depend on them to do their job, but if something went wrong or was causing him heartburn he would, he would go grab those guys and beat them up for it. (Storey: Hmm.) Ed Lundberg I think was a lot lower-key kind of managerial style.¹⁰
- Storey: Well, Arleigh West would have been Regional Director when Floyd Domini was commissioner.¹¹
- Seigal: That's true.
- Storey: Did you ever just meet him? See him? Hear about him?
- Seigal: I had—you're right in Domini. I remember the name Domini when I was first started at the Bureau in '63, and I never met Floyd. I just, I know when we were in the Region there was a couple of times, when I was a draftsman, and then later on for Curt, that Domini was in town but I don't ever remember seeing him. (Storey: Uhm-hmm.) And, doing the, I guess, the political things that the commissioners had to do. But, I never had any interaction with Floyd. I, one little kind of side, Curt Bowser used to go to, when he was in school, I believe it was in Wyoming. Curt was from Wyoming, I think it's Torrance, Wyoming. But he went, when he was in college as a young man, Domini was a professor at wherever college was Curt was going to college. And, it had to be in Wyoming that, and I don't know what, Domini had a background in agriculture. I'm not sure what his degree was. But anyway, I remember Curt telling me that Domini was a real taskmaster as a professor, and that he had told Curt he didn't think he was going to make it. (Laugh) He just didn't, you know, figured he'd better find some other career because he wasn't going to make it as far as Floyd could tell.
- Storey: Huh.
- Seigal: It was always in . . .
- Storey: Really?
- Seigal: So, there was a connection of sorts that, you know, I'm sure Bowser, through the

10. Edward A. Lundberg served as Regional Director of Reclamation's Lower Colorado Region, 1970-1975.

11. Floyd E. Dominy served as Commissioner of the Bureau of Reclamation from 1959 to 1969. Mr Dominy also participated in Reclamation's oral history program. See, Floyd E. Dominy, *Oral History Interviews*, Transcript of tape-recorded Bureau of Reclamation Oral History Interviews conducted by Brit Allan Storey, senior historian, Bureau of Reclamation, April 6, 1994, and April 8, 1996, at Bellevue Farm in Boyce, Virginia, edited by Brit Allan Storey, www.usbr.gov/history/oralhist.html.

years at those times when he had probably some interaction personally with Floyd. But, I'm sure when Floyd had a problem he probably called Arleigh. But, you know, it's, that's the thing about Reclamation is, you know, we scattered over a large area but it's still fairly, fairly small family-like. In those days it probably didn't get more than 10-12,000 people in the whole organization at the time I was in, in the early '60s. They probably peaked at that level, or it was on the way down. But, if you really messed up something bad everybody knew it, and you know, it just followed you around. (Laugh)

Storey: Yeah.

Seigal: It would be known to the whole world, and for the rest of your career if it was something bad, you know.

Storey: So, how did your move down to Phoenix come about?

Transferring to the Central Arizona Project

Seigal: Well, I, we had two kids at the time. That was in '74, and I had been doing the land records, and like I say I was a GS-9. They had an opening for an eleven and I applied for it, and didn't get it, but I kind of was interested in getting a promotion again and I wanted to get more involved in the land acquisition as opposed to kind of more of a sideline, just keeping track of the records about what pieces we bought, what pieces we sold. Even though I enjoyed it, it was good while I was doing it but I just, I felt like I needed to do something else to kind of grow up a little bit, if you will. And, I was interested in a more hands-on and proactive role in the land acquisition. And, the C-A-P was, at that time, was, everybody knew it was going to be a big project. It was going to be one of the biggest ones the Bureau had, and it was very clear, you know, even before I came they were going to be buying land from Parker, Arizona, all the way to Phoenix, on to Tucson. At that time they were going to do Orem Dam and Reservoir. And there was just a, it had just started. And, I remember putting, I remember clearly putting in the plat book setting in Boulder City the first piece of real estate they bought, and purchased. I was, I would get the land contracts and record them in the plat books, and put them in the files. And, the first piece they bought was, I think it was in late '72, it was on Reach Eleven, the Paradise Valley Flood Control Detention Basin area. It was the first piece they bought. I may want to go back and find that and, for the record, put in the piece of property and the date which it was acquired and what they paid for it.

Storey: That's fine. We can do that anytime.

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- Seigal: Anyway, that was my motivation for going to Phoenix, and it worked. I, we came, again like I say, we always moved in the heat of summer. Moved to Phoenix in June-July 1974. It was a lat, what we call a lateral. I was a GS-11, and had got a raise to a GS-11 about six months earlier, and I was, you know, I kind of empathized with Curt, because he had got me a promotion, and then six months later I leave for a lateral anyhow, but he was nice to me. I told him my, the reason I wanted to do it. I didn't really want to leave working for Curt, because I really liked working for him. He was an excellent boss. And, but anyway that was my reason for wanting to go. (Storey: Hmm.) There was a couple other people above Curt that kind of got burned over it. They didn't, they thought I'd kind of led them down the primrose path. They'd got me a raise and then I leave. But I, you know, I kind of cleared my, cleared my laundry, so to speak, with Kurt so he knew why I had, why I was doing it. And so, anyway, we came to Phoenix and at that time my role was, because I'd done quite a bit of work with B-L-M, Bureau of Land Management, while I was in Boulder City keeping land records. I kept a lot of the records in that office of on the C-A-P where we had files where we had made applications for withdrawal of public domain along the route of the C-A-P. Some of those were done in the early '60s before I even got there, but I still had to keep all those records, and we'd been doing some modifications while I was there. So, I had some pretty good contacts within the Bureau of Land Management in the Arizona state office. And so, my role when we got to Phoenix was to get a process, or some procedures, or whatever laid out or worked out in place with the B-L-M, because we were getting ready to build a couple of reaches of the Granite Reef Aqueduct that were pretty much on totally federal land. I think the reach, Granite Reef Reach Two, Reach Six, and I believe it was Reach Nine. Reach Two and Six were totally B-L-M land, and Reach Nine of Granite Reef was about half of it, land administered by B-L-M.
- Storey: I've forgotten which reach was Granite Reef? Was that from Salt River south or . . . ?
- Seigal: The Granite Reef—the names have changed. The Granite Reef was from Parker, or Lake Havasu, all the way to Phoenix.
- Storey: And then it was the [?]
- Seigal: Now it's been changed to the Hayden-Rhodes Aqueduct. And the Salt-Gila went from Phoenix to close to Tucson. That's now the Fannon-McFarland, I believe. And then the Tucson Aqueduct has stayed Tucson Aqueduct, I think. That went from about Marana on into Tucson.
- Storey: Oh. Okay. Well, before we go on, let's talk more about the process that you were involved with in Boulder City. How does Reclamation keep its plat books? What do
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we do with the deeds? How do we know what we own? You know, how do we make sense out of it all? Because, there's a lot of acreage involved often.

Plat Books

Seigal: Okay. At that time—I can go back. I'll, when you get back I'll have some numbers so you'll know about how many acres of land that the Bureau had, but it was somewhere in the neighborhood of about 7½ to 8 million acres of land, even at that time that the Bureau owned or managed. But the plat book system was basically a township grid, a township being sections one through thirty-six. It's the old government land office surveys, which is predominately the entire western half of the United States. (Storey: Uh huh.) Township, range, and section.

Storey: Six miles by six miles?

Seigal: Six miles by six miles is a typical configuration. And so, as we would buy a, there's generally two categories of land, it would be privately owned land, which we'd have to purchase from individuals. The other category would be some form of public domain land or public land. It could be in a national forest. It could be in the national recreation area, or just land out in the desert managed by B-L-M. With regard to the privately held lands we would, in the records, pretty much in all the regions throughout the Bureau the regional offices at those, at that time was kind of the repository for the records for all of the projects, whatever was happening in their region. (Storey: Uhm-hmm.) So, we would have file, had files of all of the deeds from the individuals from whomever we had bought land, and we would extract that information and put it onto basically, on these plat books or a township diagram. And, they'd . . .

END SIDE B, TAPE 1. DECEMBER 1, 2003.

BEGIN SIDE A, TAPE 2. DECEMBER 1, 2003.

Storey: [Tape] two, of an interview by Brit Storey with Stanley F. Seigal, on December 1, 2003. You were saying that the plat books would be color coded?

Seigal: Yes. They had a system in place, and it must have been developed in the '40s. It was very manual, compared to how records may be kept now, but privately held land, if we owned it in fee title it would be colored in yellow. If it was an, a land where we purchased and easement for say a transmission line, it would be recorded in brown. If we had land that we would be sold it would be recorded in purple. If it was land that we had withdrawn—Reclamation Law of 1902 allowed Reclamation to withdraw public domain lands to reserve for its projects. And it's a kind of administrial

function, paperwork, and recording public records, so the lands that had been withdrawn for Reclamation projects would be recorded in blue. And then, if we ever lifted the withdrawal and basically gave it back to public domain, or B-L-M, that would be recorded in red. And so, when you open a plat book there'll just be a listing and a series of number. And, starting with the first parcel you bought in a given township, and we could use Lake Mead, which is Boulder Canyon. The first parcel of land they bought would have, on that particular township, number one. It would enter the name of the person, the date, how many acres, what we paid for it, and then a reference to a contract number. And then, in the very early days, say in the '40s, they weren't doing, I don't think they'd started doing microfiche, so they had all these hard copies. And, as time went on they started doing, devising ways to put them on microfiche so that you didn't have to retain all the hard copies. But each region, they were responsible for maintaining all of the copies or some way to retrieve those records from the day one. And they'd do annual reports that come off of these plat books. Somebody in the Regional Office, like what I did, they'd have to keep a running tally of how many acres you had acquired land, withdrawn land, how many in easements, and they were kept project by project by project. Whereas on C-A-P, you'd have one plat book, and it would break down to how many acres of land you had in each county, and that was just, it was systematic throughout the whole Bureau. (Storey: Hmm.) Like I say, it was a very intensive, kind of labor intensive in the '40s when this kind of process got developed. It was very manual, but as long as someone was there and kept those records straight there, they were good data. And, it was very much like, and at that time the old courthouses, everything was written in a book of deeds. Somebody would set there and write out. They didn't have a way to copy it and put a copy someplace. They'd have to copy it by writing out longhand and put it in the old book of deeds, and that's kind of what Reclamation was doing with its land interests through the years. Where were we going with this now?

Storey: I was asking how this process worked?

Seigal: Okay. Okay.

Storey: What happened to the deeds? What happened to the contracts?

Seigal: Alright.

Storey: I've got—let me ask you question before we go on. I'm jumping to the conclusion that one of the reason you as a draftman, draftsman were suitable for this job is that you could make the corrections on those plat books? (Seigal: Yeah.) You knew how to do that?

Draftsman's Responsibilities

Seigal: Yeah. The background I had as a draftsman, you get into a lot of, you know, there, its quasi-[?]. A lot of things deal with bearings and distances that are like a survey for a highway or a water line, sewer line. It's linear in nature, and the engineering it deals with stationing. It's a way of just a reference point. And things, deal with bearings and distances, ties or references to section corners and property boundaries. So, with that kind of background, while at the time I was learning it, and first started doing it, I had not particularly applied it to pieces of real estate. Because most of the time the engineering side, they're just, they're surveying a center line that may go on for miles and for the most part they're, it's irrelevant to them as to what section its in and how far away from a section corner is it, and how many land owners does it cross, or how many part—how many, a guy's got a farm, does it split him half? (Storey: Uhm-hmm.) And so that kind of, that concept in the engineering was easily applied in the real estate side of it, in terms of, because most of your real estate, in the West, is based on the old government land office cadastral survey system. It's a rectangular coord—rectangular mapping system. All these grids of section, you know, 640 acres, or the, a 40-acre parcel of it, or 5-acre parcel of it. And you're, these parcels as you're buying, you're going over maybe a, a guy might own five sections or maybe he only owns five acres. You're taking little parts and pieces and you take these descriptions that typically have been done on the engineering side that has bearings and distances and using the drafting skills to lay this, lay these things out on the parcels or township plats piece by piece, just like kind of like playing checkers.

Storey: Hmm. Okay.

Seigal: And so, you know, that kind of background leant itself real well to it and when I was in Boulder City as a draftsman the mapping we were doing—I wouldn't say mapping, we were doing, you know, six miles either side of the Colorado River from Hoover Dam all the way south to the International Boundary, putting in composite maps of the old government land office surveys of the channels of the Colorado River and then the township grids on either side of it all the way down through there.

Another one was, I didn't touch on it, was when I first went to Boulder City as a draftsman I spent about four months, they were doing sedimentation surveys on Hoover, on Lake Mead. This is in '70, well '65. That was, I think the second or, I believe it was only the second time since Hoover had been built that they had performed a sedimentation survey to find out how much sediment had collected in Lake Mead. (Storey: Uhm-hmm.) And, they, the Bureau had some kind of contract with U-S-G-S [United States Geological Survey] and they'd been out on the lake. They took sounding readings, or somehow measured the depth from whatever the

surface of the lake to where the bottom of the lake was and then they would, were able to predict or calculate how much sediment had flowed into the reservoir, and so how much of the reservoir was now gone, so to speak. The storage capacity. (Storey: Uhm-hmm.) So, I spent about four months doing a thing they call a preliminar, planimetering these to topo [topographical] maps of what was the bottom of Lake Mead, and calculating into area, areas, or acres, or square foot, whatever that were given over to U-S-G-S to calculate the amount of sedimentation flow into Lake Mead. And then from that they could predict how much longer before it silted up, or, you know. But it was, it was interesting. (Laugh) It got kind of boring after a month of it, but . . . (Laugh) It kind of gave you some incentive to get on through it and get done with it.

Storey: What were your findings? Do you remember?

Seigal: I don't, I just, my task was just to planimeter this area on a given contour. (Storey: Uh huh.) And, you know, it was like on a topography map, and with the area calculations on each, like ten, I think it was ten-foot increments, it would be incorporated in some other data and somebody in G-S, U-S-G-S, or Reclamation had to figure out how much, how many acre feet of sediment had flowed into Lake Mead since the previous survey had been done. And I don't, I never did know what the number was. (Storey: Oh.) Don't to this day. (Storey: Okay.) I'm sure somebody's got that report, but, that it tells.

Storey: Yeah. I'll bet they do.

Seigal: It'd be interesting to see how much. Like I say, I think it was the second one. (Storey: Uhm-hmm.) I don't, in, but anyway. We've digressed from the plat books and the process.

Storey: Yeah. Let's talk about the records.

Deeds of Records

Seigal: You'll have to prompt me. We talked about how we recorded the information. Okay, I think maybe pick up. In each region they were responsible for recording this data that I explained about, you know, putting on the maps all these colors coding, and then keeping calculation how many acres of land did they have in fee title, how many acres did they have for easements. Easements, would there be a lot of the canal systems that'd be on an easement interest. And then, you know, how many acres had they sold? And somewhere back, I don't know how far back, they started having to make annual reports to the General Services Administration, all the agencies, in terms

of their land and real estate holdings. (Storey: Yeah.) And like the number that sticks in my mind right now, I'll refine it, the last few years when I was in Denver, when we get there, it was about 8½ million acres. (Storey: Uhm-hmm.) And that's, that includes privately owned land that they bought, and also public land that they had somehow reserved or withdrawn. (Storey: Uhm-hmm.) And, I'm sure if you went back into the '60s the public domain increment would be, would have been a lot higher, because there was some programs in the mid-sixties and early '70s where Reclamation was going through its records to "turn back" or give back, if you will, to B-L-M, and otherwise lift these withdrawals that would make the lands, operation of the public land laws. In the Lower Colorado Region, of all the regions, it had the highest percentage of land that was reserved from the public domain. So.

Storey: Hmm.

Seigal: I don't know where else to go with it. You'll have to prompt me again. (Laugh)

Storey: Well, did the deeds come in to you?

Seigal: Yes. On the . . .

Storey: The contracts? I mean, all those kinds of stuff?

Seigal: Every, all the, like I say, all the paperwork what I would get in the Regional Office, in Boulder City, I'd get a copy of the land purchase contract and a copy of the, typically they'd use what we called a Warranty Deed, and we, just, at that time I was just keeping files on them, and ultimately they would have been copied or microfiched and then the originals then would then have gone on to the Records Center in Denver. I want to say G-S-A [General Services Administration], but it's not G-S-A. It's another entity that we would send those records to.

Storey: Hmm. But that would have been the project office would have done that?

Seigal: No those were done at the Regional Office. It could have, some of the office, it could have been done at the project office. In Lower Colorado they had centralized their land record keeping function and they retained it at the Regional Office. In other words, they were buying land in Yuma. They started buying land in Phoenix. They started buying land at the Southern Nevada Water Project out of the project offices, but all of their original documents were coming into the Regional Office and we'd record them on the plat books, and ultimately they were turned over to the Records Center in Denver. And I need to find the name of the . . .

Storey: Oh, for storage at the National Archives?

Seigal: Well, I guess, yeah.

Storey: In Records Administration maybe?

Seigal: Yeah.

Storey: Hmm. And contracts, and that sort of thing all went there?

Seigal: They would go to. They would go there. We had a series—I know when I was doing records they'd, in all the late '40s and early '50s there was a project over in Southern California is the Torres-Martinez Indian Reservation. I don't why that stuck in my mind, but there was a buried pipe system built over there as part of Coachella Valley Water District, and I remember having to pull some of the old records. We had to go back to the archives and order boxes, or a box, that had a particular contract or deed that we needed to get a copy of. (Storey: Uhm-hmm.) The other alternative is to go to the county records and then tried to find it. So, but if you don't have a docket and page where a particular thing was recorded it would take you a lot of effort to go find it. So, I remember having to order one of these boxes that we had a record of what had been sent and pretty good records as to what contracts were in a given box. So, we ordered box number 248 for this project, and in it had this contract or deed that we had a challenge with the land owners saying we didn't have any right-of-way. Or, we had access right-of-way that we needed to maybe abandon. So, we would order those records out of the archives. And, I think nowadays there's a more easier way. We did it on C-A-P. We may talk some more about it later, but we were recording, get these things photocopied onto a CD-Rom, which the, you know, more current technology. And you could just store electronic copies on like a CD-Rom, but they still sent all the original files, contracts, deeds, and all that kind of paperwork, we still pack them up and sent them off to the archive center, even today.

Storey: Hmm. And then if we sell something, what happens?

Selling Reclamation Land

Seigal: If we sell land, and the Bureau would do that periodically, they did a fair amount of it in Yuma, we would sell it and the Bureau would issue a Quit Claim Deed, and we would record those onto these plat books in purple because that's land we sold, and you'd record the acres that were transferred to this person, who it was, the date, and the amount of money that we received.

Storey: So, that doesn't necessarily involve giving up the old deed?

Seigal: No. You don't, no, its, it wold have been recorded, if it's a parcel we had either bought or sold we would record the deeds. But you wouldn't have to give up the deed. It's like when you refinance your house. If you bought a house you got a Deed of Trust, you probably have a Warranty Deed, and then when you'd refinance it the lender will release the lien, and you'll get a copy of that but you may or may not have the original deed. And now you got a new deed.

Storey: Uhm-hmm. And what kind of systems are in place to prevent . . .?

Seigal: Hanky panky?

Storey: Fraud. (Laugh) Hanky panky. Yes. Are there any? How does this work?

Seigal: Not especially. Not expressly for that purpose, but being the bureaucratic system that the Bureau operates in it kind of, I had to say its self-protecting, but you would, it would take several people to probably get in collusion to be able to somehow divest the United States' interest in a specific piece of real estate for someone's private gain. If a couple key people were to be in collusion they could do it. But there'd be a record there, either recording of that deed. Most of the, well I say most, I expect all of the properties that are sold the authority rests with the Regional Director to sign the deeds. There may be a few places in the Bureau where someone other than the Regional Director's got authority to sign a deed. And so you would, to get it up to the level of a Regional Director to sign a deed you would be going through your organizational hierarchy to get there. It doesn't preclude someone from maybe forging the R-D's signature. That could happen. (Storey: Uhm-hmm.) But, in doing it you've got a trail out there. You'll know who did it. Sooner or later they would probably get exposed.

Storey: What about things like acquiring property for more than its worth?

Seigal: Oh. You're going to get into the pure-out land acquisition process. You want to kind of explore that now?

Storey: When's, when's appropriate in your discussion?

Seigal: We can do it with the records or maybe bring, I'd maybe want to bring it up when we get down to the C-A-P.

Storey: Okay. That's fine.

Seigal: And then, like I say, once we're done if you want to come back and push it back into the discussion with the land records its fine. (Storey: Yeah.) Yeah.

Storey: Okay.

Seigal: Or else we can just go ahead and discuss it now. Then we can put it where ever we like it.

Storey: Well. Let's do it now.

Land Acquisitions for CAP

Seigal: We can go ahead and start into now. On the land acquisition, in the context of where I was with on C-A-P all of the purchases that the Bureau does or did in 19—well, we'll just start in 1970. Congress passed legislation, Uniform Land Aquifer—Uniform Real Property—I've got to get the name and look it up for you. There's a Uniform Act passed by Congress saying how the government is supposed to buy land, or real estate interests. It could be land. It could be anything. And, kind of in a nutshell, the government or the Bureau is responsible for getting an appraisal done of the property interests that, of whatever parcel we were wanting to buy. It could be vacant land. It could have a house on it. It could have a barn on it. It could have a anything on it. We would have an appraisal done. They're generally, today as we talk, they are reviewed and approved by someone other than the appraiser that did it. And so the government is obligated to offer not less than what it believes to be the fair market value of that property, i.e., its own appraisal. And so some of the appraisals we would do with staff, some appraisal work would be contracted out, and hire a local appraiser. It would be reviewed and approved and we'd offer a landowner that amount of compensation. And, some, fair amount of time you could get it negotiated at the amount of the government's appraisal, if we had good sales data and it was current, and the appraiser had done a good thorough job. A certain percentage of people always want more, no matter what you did. And so, that opens the door of making administrative settlements, i.e., paying a land owner more for the property than what the government's appraisal suggested its worth. The way that would operate if the Reclamation instructions that are out there now, and they were then, when I started, the government or the Bureau can pay more than the appraised value but there's a, limits of delegated authority as to what level, in other words, the more a person wants over the appraisal and the higher the percentage of that increase over the appraisal tells you how far up the chain of command in the Bureau you have to go. Ultimately you could wind up going from a project level, say in Yuma, all the way to the Chief Realty Officer, who used to be in Denver, Colorado, for approval. The ones that would wind up in Denver would be the ones that were probably over, if

the purchase price was a half a million dollars or higher, and it was like fifteen percent over the appraisal. So, that opens the door for administrative settlements, and then so, based on the delegation's authorities, the Chief, whoever's responsible for the real estate acquisition program, would or should put a memorandum in the file to the effect describing the property, the amount of the appraisal, probably a brief discussion, the negotiations, and their efforts to acquire it at the appraisal, and then ultimately it's to some rationale and support as to why they want to recommend to acquire it for more than the appraisal. And, in our, and my work is most often, they were approved by the project manager's level. If you couldn't get a negotiated settlement, and the landowners wanted too much, then you'd go, you'd step back and you'd initiate and condemnation and, which was under the eminent domain laws. The Bureau would have authority to go acquire that particular piece of real estate and deposit with the court the amount of compensation that they had appraised it at. And, ultimately if you couldn't get that settled you could be in federal district court with a trial, before a jury or a judge. And, maybe we can talk about some of those little war stories a little bit later on in this, if you want, when we get to (Storey: Okay.) C-A-P.

But, do you want to explore a little bit more of what (Storey: Sure, go ahead.) the hanky panky part of paying more than?

Storey: Yeah. Sure.

Seigal: My role about it was always to, we did a fair amount of administrative settlements. The goal was to make it as clear and concise and put in writing, in a memorandum format, your rationale for why you would want to purchase a property for more than the appraisal, and document the record, signed by you know recommended by me, approved by the assistant project manager, and maybe the construction engineer, or the project manager, and keep it in the file so that, you know, the periodically, the government, you get audits. And I had been involved in a couple of them. But, you'd want to document the record, because a year or two down the road, if you're doing a lot of acquisition you'll not remember, most likely, you won't remember why you did what you did. And so, it's best just to get it in black and white so that five years from now if you pick it up and you forgot everything you ever knew about it, all your rationale would be right there, (Storey: Uhm-hmm.) explaining why. So then, the only thing you got to deal with, if somebody don't like it, is that well you didn't do anything illegal. They may just disagree with your reasons why you did it. But then you, you've got other people, like your boss and your boss's boss have signed off to concur, consent, or approve what you're recommending. We never really had a problem of one giving us a bad time, except for De Cansinis [spelling?], and we'll get to that later, maybe. (Storey: Okay.) The one's that kind of become problematic, probably more than the more recent years now is a lot of the, there's been a lot of

adverse publicity about land exchanges, Park Service, Forest Service, those agencies. Some of them don't have good authority to condemn for right-of-way. They also can only pay the amount of the approved appraisal. And, appraisal is, at best, it's a good estimate of value. It can vary, but the agency has to come up with a single number it believes to be the fair market value. And, there's arguably different positions on what fair market value is, and what it's comprised of. So, some of those agencies don't have good acquisition authority or authority to condemn, were doing land exchanges and they got pushed in doing some exchanges, probably they're not all bad but I'm sure there's enough bad ones out there that it's caused a lot of difficulty. (Storey: Uhm-hmm.) And, land exchanges, you don't really have a market interaction going on. It's kind of a, it's a two-party deal. The government is going to say, "I'll exchange this forty-acre piece for your twenty-acre piece." And, the probably the cleaner way, but not necessarily beneficial to the government's need for a particular piece of real estate is if you have land that you don't need, if you can sell it at auction, you tend to immunize your, immunize yourself from complaints that you did something hanky panky, or you gave the farm away. If you have a true advertise and public bid, it's out there and if there's market, hopefully your bidding process will get you what you might believe to be a fair market value. But even then, you've got to, if there's got to be a market for it. There's got to be people willing to buy it. Or even then an auction can have its own difficulties. (Storey: Uhm-hmm.) And the same way on lands that the government needs to buy. If you're not forced into having to doing land exchanges. I always make the argument that a land exchange, now instead of having one piece of property and having a disagreement over what its worth you've got two pieces that you have a disagreement over. The part you're going to give up and the part they're going to give up. You have two pieces of property to argue about value. That's why, you know, but then there's also, there's some negativity, and it depends, I guess on your perspective, the power of eminent domain is a pretty powerful thing for the government. And, or any government. And, that's why it's, I think the intent of the legislation in 1970 is very clear, the intent is to try to negotiate a settlement that's reasonable. And, the concept of reasonable will vary (Laugh) from person to person.

Storey: Depending on which side you're sitting on.

Seigal: Yeah. Whether you're the buyer or the seller. But, like I say, the land exchanges is probably in the last eighteen years has caused probably more heartburn for the government entities, particularly the feds, over land exchanges. On C-A-P, you know, within Reclamation, at least, I'm grateful for the construction program and most, if not all, of Reclamation's land needs the Bureau has the power of eminent domain that they can exercise, and they don't have to wait around to do a land exchange. And, a lot of the reason behind that is if you've got a project where you have construction, you've got budgets, and you've got schedules and deadlines, and

you don't have a lot of options, in terms of, "Well, if we don't get parcel A, we'll go get parcel B," once they survey the line like C-A-P and you have the canal's going to go here, you don't have the benefit as that, "Well, gee, if we can't get Charlie's we'll take Susie's." We're going to take Charlie's. We're going to take Susie's, and everybody else on that alignment, and it's just, and you, in order to fulfill your construction schedule and then get the properties actually needed for that project you almost have to have that power of eminent domain. (Storey: Uhm-hmm.) And it's like your freeway systems, or the highway systems you see around the country. You know, high voltage power lines. If these entities didn't have the power of eminent domain we'd probably still all be riding on wagons someplace. (Storey: Hmm.) Never getting anywhere.

Storey: Well, let's move on to Phoenix.

Seigal: Okay.

Storey: 1974.

Reality Work on the CAP

Seigal: Okay. Well I, when I first came here my job was to try to develop some working relationships with B-L-M. We were working on several reaches where we're coming close for construction. I'll say a reach in the context of C-A-P. A reach of the canal would have been the Granite Reef Aqueduct. They would average anywhere of ten to fifteen miles in length. And I believe, from the Granite Reef, or from Lake Havasu to Phoenix, there twelve reaches. So if we take a 190 miles and divide it by twelve, we'd know about how many miles per reach. (Storey: Uhm-hmm.) And that's what, when we talk, when I say reach, that's kind of it gives you a size of what we're talking about. But I, I was tasked with trying to get arrangements set in place with the Bureau of Land Management to allow us to build, and I'll use the Granite Reef Reach Two, which was from Bowles Hills Pumping Plant back to the east for about fifteen miles, we didn't have any right of way, if you will, or way to acquire the right of way. We had this corridor reserved from B-L-M that would preclude other people from getting into the property or being passed out of federal ownership, but it didn't give us a real clear authority to go build a canal on it, and have what we call a specified right-of-way boundary, like as if we bought it from your farm. So, I had got acquainted with a fella in the Phoenix District Office and we, myself, and couple of his people, and a fella that worked with me, we went out and just, we went out to Reach Two of the Granite Reef Aqueduct, an alignment had been surveyed on the ground. And we had an arrangement kind of in place with B-L-M to do what we called pre-construction investigations, which were basically to survey the center line. They

would blade a road down it so the geology crews could come through and take soil samples and dig test pits along that alignment so they could make sure they had good data on the, what kind of soil they're going through. Is it rocky, or is it a subsidence zone or whatever? And, then as we got closer to building and having construction we generally had a set, we'd have a set of construction plans that was going to be going out to contractors for bidding on. And, worked out an arrangement with B-L-M so at that point we would give them a set of the plans and specifications that had all of the details of what we were going to build on the property. We just didn't define the right-of-way limits until later, and they would issue a kind of a consent allowing us to proceed to construction based on those plans and specifications. And so, several years later, as we got farther along with the construction, and we did that on almost all the reaches of the aqueduct system where they were B-L-M lands, and they were willing to wait until we could get a precise right of way boundary surveyed the same as what we were using to describe the private lands that we were buying. So, it was about, maybe, ten years later we actually came back to B-L-M and had all of our maps in place describing . . .

END SIDE A, TAPE 2. DECEMBER 1, 2003.

BEGIN SIDE B, TAPE 2. DECEMBER 1, 2003.

Storey: Described accurately?

Seigal: Yeah. You want to name the back side of this too?

Storey: No. Huh uh.

Seigal: So, that would describe or give a very accurate description the same as if we were buying from farmer Jones forty acres out of a given section that he owned. And those maps were provided to them later, and they ultimately granted us what we call a right of, they gave us a right of way. Its just an agreement between the Bureau of Land Management and the Bureau of Reclamation that identifies, and they note it on their public land records, this corridor. (Storey: Hmm.) And they have those maps on file, and all the details as where the right of way limits are. Anyway, that was one of the first things I worked on. And maybe we better, if we need to explore or try to clarify any more of this, before I go to another part on Fort McDowell and the Orem Dam?

Storey: I don't think so.

Seigal: If we have to come back we can.

Storey: Well I, I am interested in why, if we had, if we knew where we were going to build

the canal why was it such an issue with B-L-M? That it required somebody to coordinate all of this?

Working with BLM

Seigal: Well, there was, along this corridor, if you can envision from Parker Dam to virtually Phoenix a corridor of land approximately a quarter mile, maybe a half a mile, wide, in width, (Storey: Uh huh.) over lands that they were basically administered by the Bureau of Land Management. (Storey: Yeah.) So, its like that within this larger area that they manage, we're coming through with this corridor for a canal and its going to be built on lands that they administer for recreation, for wildlife, all the kind of things they had to administer for, endangered species, grazing. That, they wanted to have a good handle of where this thing was. We had an interest in wanting to be able to be sure their records were noted as clear as we could where the canal was, and the lands that were going to be required for it, so that we didn't wind up somebody come in later with mining claims, or if B-L-M were to do a land sale, or some developer want to buy a chunk of ground and wind up conveying away a piece of real estate that we had our right-of-way over, without being some protection for it. The, in the mapping, like I say we were not ready. We probably could have done it earlier, but engineering was busy doing other work. They didn't want to create the detail maps of the right of way boundary right at that time. We wanted the maps to define what we owned the same as if it was over private land. The project kind of shook out at one-third of the project canal system was on B-L-M land, a third on state land, and a third on private land. And, with regard to B-L-M we wanted to get our right of way perfected, shown of record with plats and survey so that it subsequently, if they ever started selling off land adjacent to us or contiguous we wanted to make sure that the part that we had for our right-of-way didn't get sold. (Storey: Uhm-hmm.) Or, all of a sudden become privately owned land, because with regard to private lands the Bureau purchased fee simple title to all of the lands that was needed for the canal system over private lands, where you might have a forty-acre parcel and we only needed ten acres, we would buy the ten we needed. It would be described very clearly, and then we would own it. The other thirty you still own, but we always would hold title to our ten acres, unless we consciously decided to somehow divest it. We own that same level of interest and ownership and record keeping on B-L-M lands. (Storey: Hmm.)

They kind of wanted it that way as well. They didn't want to process and give us, allow us to have a half-mile wide zone of real estate in which they perceived they needed to manage, if we only needed two hundred foot strip of it. Maybe a little bit of a inter-agency jealousy if you will, or professional responsibility they saw to the public to manage for the public lands as well as to Reclamation's responsibility to manage for this specific water resource project. So, we both had a mutual interest in

trying to get it, bring it down to actually what did we need, and so it's probably been about fifty years ago. A couple of sections of the canal, they sold some land adjoining the C-A-P. Some of it even straddled it, but the arrangement we had is that they will not divest title, interest, and ownership of this piece of land that we need for the C-A-P. They might sell a piece on the north side, or they'll sell a piece on the south side, but we will still always have United States ownership of that piece where the canal and right of way is.

Storey: And that would be withdrawn lands.

Seigal: And, it's not, well they didn't want to perfect the withdrawal. B-L-M wanted to issue a grant of right of way, which is tantamount to an easement.

Storey: Oh, so these are not withdrawn lands?

Seigal: They are not withdrawn.

Storey: Oh.

Seigal: And, that was, we attempted, went to the Washington level. I was involved in it, trying to get B-L-M to agree to do a withdrawal. And, they fought it and we couldn't overcome it. And so, and we back off and look at what we've got, if you will, from the United States' perspective, as long as that sliver of land stays in United States ownership it's just an issue between B-L-M and the Bureau of Reclamation. As long as it stays in federal ownership, it's okay.

Storey: Yeah. But tell me more. We had the right to withdraw land.

Withdrawn Land

Seigal: Well, but, that's true. Reclamation Act 1902 establishes the right of Reclamation to have what they call a first form withdrawal of public domain lands. By the '70s, B-L-M had their FLMPA, Federal Land Management Policy Act of 1976, I believe. They started exerting more authority over public domain lands in contrary distinction to Reclamation's interests to want to withdraw public domain lands. B-L-M was more, of course, wanting to manage and retain lands in public ownership as opposed to an individual agency. And so they, they probably made some headway to argue against us, if you will, at the Washington level they just, the Bureau was not willing to carry it on above the Commissioner's Office to go to B-L-M to, if you will, to make the fight to argue for it. You know, all I can look at is, if they feel, kind of, and this is retro, in retrospect now is that as long as the sliver stays in federal ownership it's hard

to argue we would get much more if we were to get the withdrawal. It's, there's, you're starting to kind of split.

Storey: So, we didn't get a withdrawal. What did we get? Did we get a Memorandum of Understanding between the Bureaus?

Seigal: It's, it's in the, yeah. It's, we call it a Grant of Right of Way. It could also probably, a Memorandum of Understanding, but its very specific. It's about a two page document. It explains the, in pretty short terms, the responsibility. It will be held in federal ownership, and then it references, by reference to all these maps that have the very detailed description of this corridor over the federal lands, the B-L-M administered.

Storey: Interesting. But don't . . .

Seigal: I need to go back and get me a, I've got one buried away someplace. I need to . . .

Storey: I hadn't even thought about federal bureaus taking rights of way from one another.

Seigal: And, it became, it probably, it got to be a more of a heated issue by the time we got a little bit of the canal system of the Salt-Gila Pumping Plant went through part of the Tonto National Forest, and it got to be more of a agency battle, with the, at the Forest Service than it had been with B-L-M. They were, basically, they just want a, I don't think they wanted it in the forest. It's just that for a small corner, but you just kind of get an probably interagency jealousies, if you will. And, in that particular part of the project the Forest Service and Reclamation and the Salt River Project [SRP]. A lot of the S-R-P system, the reservoirs were all in the Tonto National Forest. (Storey: Uh huh.) And, through the years there have been controversies between the Forest Service and the S-R-P as to who had what management responsibility over what lands. And, it got into arguments about what did the Reclamation withdrawal give to Reclamation for, if you will, Roosevelt Dam and Reservoir?¹² I'm gonna throw that out as an example. A lot of it was never really reconciled, if you will, I think. It's

12. Theodore Roosevelt Dam, the first major structure constructed by the Bureau of Reclamation on the Salt River Project, is located about 76 miles northeast of Phoenix and 30 miles northwest of Globe, Arizona. The dam, completed in 1911, was subsequently modified between 1989 and 1996. The original dam was a cyclopean, rubble-masonry, thick-arch structure that spanned the Salt River to form a reservoir of 1,381,580 acre-feet. It was 280 feet high, 723 feet long at the crest, and contained 355,800 cubic yards of masonry. From 1989 to 1996, the dam was modified by the Bureau of Reclamation. The modification raised the dam 77 feet in elevation and made the dam a concrete-gravity arch dam, increasing its water conservation storage capacity by 20 percent, adding flood control space to the reservoir, and addressing concerns about its safety as well as the safety downstream dams. For more information on the Salt River Project, see Robert Autobee, "Salt River Project," Denver: Bureau of Reclamation History Program, www.usbr.gov/projects/pdf.php?id=183.

just that, I think they just finally quit fighting one another and the project had to go forward. The Bureau had done the environmental impact statements, with regard to C-A-P, had to go through a part of the forest. But, when I first came to Phoenix it was like major war between the S-R-P and the Forest Service over the section of the river from Stewart Mountain Dam down to Granite Reef Diversion. And, some time back in there, and probably in the early '60s, S-R-P had channeled a small portion of the river. Well, in today's language channelization is a bad word. It's like building a dam, you don't dam up the rivers and you don't channel the rivers anymore. (Storey: Uh huh.) It was, but that was probably the real early kind of conflict on kind of environmental protection kind of an administration opposed to a construction. (Storey: Uhm-hmm.) As with, it was somewhat localized. But it was a very very heated discussion.

Storey: Interesting.

Seigal: If you'll stop just a second. I want to make me a note here. (Tape paused.)

Storey: Well we've been talking about federal relationships, let's talk about the relationships on state land. What kinds of issues came up there?

Reclamation's Relationship with the State of Arizona

Seigal: Okay. For Reclamation, well especially with reference to Arizona, state of Arizona and state of New Mexico, when those two states became a statehood, I think Arizona was like 19—I should know it. February 14, 1914 I think.¹³ So, when they were coming into the union, New Mexico and Arizona, a lot of the lands had already been reserved and set aside for reservations, for Indian reservations, large, large sections for forests, so that when they became a state all the other states, like California and Utah and other places, they were given for state schools lands two sections out of every township within the state. (Storey: Yeah.) So, and when, but Arizona and New Mexico came on the scene in 1914 [1912] a lot of their lands to get to choose two sections out of every township were gone. They couldn't take them. They couldn't get them because they were on the Indian Reservation, they were in the Tonto National Forest, the Kaibab National Forest. Reclamation had large blocks of land that were withdrawn that precluded the state from getting those sections. So, when they came in the union they were, they got to select four sections out of every township from which they could choose, get those sections. It's two, sixteen, thirty-two, and thirty-six. (Storey: Uhm-hmm.) Section two, section sixteen, section thirty-two, and section thirty-six, to the extent that it wasn't otherwise reserved for

13. Arizona became the 48th state of the Union on February 14, 1912.

Reclamation or some forest, or a national park, the state got title to those sections. And, also the, and in their Enabling Act they had a, one little clause in there that the, "For future Reclamation project purposes the Secretary of Interior could select or take," and I'll use the word acquire, "those state lands that were necessary to build Reclamation projects on." And, they didn't have to pay for it. They didn't have to pay money. They would, the secretary would select, and I'll just use on C-A-P our section, maybe there's a forty-acre parcel out of Section 16 that the Bureau of Reclamation needs for part of its reservoir. So, the secretary would request it, we call it a Deed of Relinquishment, we'd present it to the state, and the State Land Commissioner and the Governor, and maybe another person would sign that and convey it to the United States acting by and through the Bureau of Reclamation. And what the state would get, in lieu of money, which we could not pay them money for it, by the statutes really, they had a selection in lieu, which meant . . .

Storey: Oh, the in-lieu lands? (Laughter)

Seigal: The in-lieu lands.

Storey: Okay.

Seigal: So, through the years quite a bit of in-lieu land was accredited, if you will, on the books of the State Land Department. And, they were into the hundreds of thousands of acres, I remember in the early '70s, that the state was owed land that they couldn't get. Some of it was because of our Indian reservations had taken it, and the forest, and then mixed in this was some of these parcels that the Bureau of Reclamation had acquired for its projects here in Arizona. And so C-A-P, we're coming on in '72, we're starting to buy land. And, the relationship with the State Land Department and I, to their credit and the, I don't know, they were astute, if you will. They were cooperative. The C-A-P was a very politically, across the lines in the state of Arizona, had a high level of support whether you were Democratic or Republican. The state was behind it one hundred, I mean, there was just not much objection to it, on a political level. So, on C-A-P, I think the first one we had was early '70-1974. A Deed of Relinquishment was prepared in the Phoenix Office and there was maybe a couple dozen acre parcels. I forget how many acres now. I'll make a note. We'll maybe backtrack with that. A Deed of Relinquishment describing section by section in a specific legal description, and a little plat on 8½ x 11 piece of paper, for each property, because the state keeps its records very similar to like Reclamation does, and B-L-M. They're back to the old township, range, section, sections one through thirty-six, (Storey: Uhm-hmm.) and the rectangular plat of survey system.

So, we would, at the Phoenix Office, prepare a Deed of Relinquishment, and

this happened over about a fifteen, twenty-year period we would file a Request for Deed of Relinquishment. We'd prepare it. It would go up the organizational command to the Regional Director, from the Regional Director to the Commissioner's staff, the Commissioner's staff off over to the Secretary, and the Secretary of Interior would send a letter to the State Land Commissioner saying, "Here's the lands that we need for the Central Arizona Project, and here's the Deed of Relinquishment, would you please execute this and return it?" And, the state would, they'd do it. And, each time they did it we would make sure then they would have a copy of the same kind of stuff, and a copy of the executed deed. We would give it to the Bureau of Land Management at their Washington level of the, I forget the title, the Director. B-L-M, instead of having a Commissioner they have, or had directors.

Storey: They have directors.

Seigal: And so, we would deliver that to the Director of the B-L-M at the Washington level, and here to the State Director, at the state office. And so, that got kept on the books of the State Land Department, and the Bureau of Land Management. It was maybe fifteen years later the state started showing up wanting to select its in-lieu lands. And, so in the, I guess the late '80s and the early '90s, there was a fairly aggressive program going on between the Bureau of Land Management and the State of Arizona to resolve this debt owed to the state, i.e. in-lieu lands. And, Reclamation was kind of chided at different times by B-L-M, because every time they was about to get the account balanced Reclamation would file another Deed of Relinquishment for some more lands for C-A-P. (Laugh) And so, over a period of maybe twenty years we must have had, I'm going to say about fifteen, sixteen individual Deeds of Relinquishments. Like I say, the first one I recall was on Reach Eleven, out here in the Phoenix metropolitan area. And, that was kind of one of my tasks, as kind of, as time went along.

Periodically we'd collect up these parcels and pieces, and we didn't want to do it one at a time, you know, and so we would coordinate with the state as we went to construction we would identify these parcels and then they would note their records and then we would, they were pretty much keyed with construction. That was kind of our driving role to initiate the Deed of Relinquishment going to the Secretary of Interior back to the Governor. It was interesting, for a while Bruce Babbitt sat here as the Governor of the State of Arizona and his name is on several of those Deeds of Relinquishments, and he's harassing B-L-M for lands the government owes him. And so, now he goes to the, he's the Secretary of Interior, (Storey: Uhm-hmm.) and I think he had to sign a request or two of being the Secretary of Interior telling the State Land Commissioner that, "I need some more of your land." (Storey: Uhm-hmm.) And, but the process worked good. You know, like I say, it was unique to Arizona

and Utah. The other "Reclamation" states didn't have that kind of . . .

Storey: Arizona and New Mexico or Arizona and Utah?

Seigal: Excuse me. I'm sorry. It's Arizona and New Mexico.

Storey: Yeah, they, they were one territory then they—okay.

Seigal: And, the other Reclamation states, if you will, didn't have that kind of benefit, if you will, of the ability of Reclamation to acquire state lands in Nevada, or Utah, or California. They had to be purchased and paid for with real money. (Storey: Hmm.) But anyway, it was interesting. In doing those, I, the relationship with the state was real good. The land commissioners, I was involved with a couple of them. I was grateful that they were very cooperative. They understood. Arizona, of course, earlier, and you picked this up in your other interviews, the *Arizona v. California* 1962 [1963], the Supreme Court decision, where Arizona was having to fight for its share of the Colorado River water.¹⁴ I mean, so things like that, that was a real milestone, a real event out there. So, you had to, the politics of Arizona was highly supportive of the C-A-P. And so, here it is, you know, ten year, not but ten years later and here's the Secretary taking state lands for this project (Storey: Uhm-hmm.) that the state has fought California for for its share of the water. And . . .

Storey: When a Deed of Relinquishment was signed, who then received title to the land? Did it go back to B-L-M or did it come to Reclamation?

Seigal: On all those Deeds of Relinquishment signed by the state, they are, the deed, the title runs, they're granting to the United States acting by and through the Secretary of the United, Secretary of Interior, on behalf of the Reclamation Federal Irrigation Project. So they run to Reclamation. See the federal government is, the government owns the land, but then almost invariably there's some entity within the federal government that manages that land for the government. In this case it was the Bureau of Reclamation.

14. "One of the longest-running water rights cases began in 1952 with the filing of an original action in the Supreme Court by Arizona against California seeking a division of the waters of the Colorado River.... In a detailed 1963 decision, the Supreme Court largely adopted the Master's recommendations, 373 U.S. 546, and subsequently issued a decree in 1964. The Court recognized that the Colorado River Compact provided for a division of water between Upper Basin States (Colorado, Wyoming, Utah, and New Mexico) and the Lower Basin States (Arizona, Nevada, and California). But the Compact did not provide for a further subdivision of water among the three Lower Basin States. The Court concluded that the Boulder Canyon Project Act, which authorized the construction of the All-American Canal and other Colorado River diversion works, accomplished that task." For more information, see United States Department of Justice, "Arizona v. California," <https://www.justice.gov/enrd/arizona-v-california>. (Accessed August 2020)

Storey: Not B-L-M (Seigal: Not B-L-M.) with a right of way?

Seigal: Correct.

Storey: Okay, so. . .

Seigal: That, see, and that, that was kind of our strategy that we wanted in Reclamation. We wanted a similar ownership interests, if you will, on all these B-L-M lands. They're predominately west of Phoenix, of the Colorado River. We wanted the same level of interest in ownership on the "public domain lands" that we needed for that Reclamation project. (Storey: Hmm.) And so, at this juncture I'm not aware that there's been any problem, or I don't think Reclamation has had it's ox gored, so to speak, nor has B-L-M over how these federal lands are encumbered by the Granite Reef and the aqueduct systems. There's enough record there. It doesn't mean that sometime they probably wouldn't, but it's pretty clear that it's worked. (Storey: Uh huh.) To this point.

Storey: So, the third category of lands was private lands.

Seigal: Correct.

Storey: And I presume those were acquired under the process you've already talked about, appraisal (Seigal: Yeah.) and acquisition, and condemnation if necessary?

Seigal: Correct. And we could expand on those a little bit, to kind of make some distinction. But let me go back to the state land. As we got the state land, we got the state land without expenditure of any federal dollars as payment for land on a per-acre basis. What we had to deal with as we got title to those state lands we had to deal with their lessees, i.e. the cattle grazing allotment holder.

Storey: Oh good.

Seigal: And, many of those, or most of them, we were impacting improvements that the lessees owned, i.e. they had a range fence, they could have a corral area, they might have a stock tank, or a water irrigators that they either owned or had a possessory interest in. And so, the department or the Bureau of Reclamation's policy was that, in those situations, while we did not pay the state land department money, we would go enter into a purchase of improvement contract, if you will, with that rancher to purchase whatever improvements he had located on those lands that we had acquired from the state. And, those went pretty good. I mean the farmer, the ranchers typically they had large blocks, you know, a large rectangle. They may have 50,000,

100,000 acres in an allotment, and we were somehow severing it, going through the middle of it, or one kind of corner of it that it tended to complicate somewhat their grazing operations. But we, even that process they were, as a group, very cooperative. And, we always were able to get a negotiated contract based on our appraisal with those lessees. And, we would pay them money, and record the purchase agreement, and in these records that we've talked about, the deeds form the state of Arizona that would go to the Secretary, those would be put into the record system like the other records that we talked about earlier. They would be recorded on the plats in yellow as land we acquired in fee. The agreement where we purchased improvements, that would get entered into the log book. (Storey: Hmm.) And then those things are, in terms of C-A-P, we ultimately waited late in the game, if you will, we retained all of our records, originals of records, deeds, everything, and they were able to put them on an electronic copying system and put them on CD-Roms, and then we divested the files to the record center. Anyway, I think that was the only thing I wanted to point out on the state.

Storey: Good.

Seigal: In the back of mind, if there's any kind of unique stories about it, there's not.

Storey: That's interesting though. Well, you know, we've used up two hours now.

Seigal: I don't think we're half way. (Laugh)

Storey: Well, let me ask you (Seigal: Okay.) whether or not you're willing for the information on these tapes and the resulting transcripts to be used by Reclamation and by researchers?

Seigal: Yes. Sure I would.

Storey: Great.

Seigal: If I have, I guess, again if you have to have any kind of documentation I have to sign for you, I'd be happy to sign it for you.

Storey: Okay. Thanks.

Seigal: Yeah.

END SIDE B, TAPE 2. DECEMBER 1, 2003.
BEGIN SIDE A, TAPE 1. DECEMBER 18, 2003.

Storey: This is Brit Storey, Senior Historian of the Bureau of Reclamation, interviewing Stanley F. Seigal in his office at Universal Field Services in Phoenix, Arizona on December the 18, 2003 at about two o'clock in the afternoon. This is tape one.

The last time we were talking about B-L-M [Bureau of Land Management] and why we needed a special coordinator with them. So, why don't we take up with what happened after you actually came to Reclamation then?

Arriving in Phoenix

Seigal: Okay. Well, I came to Phoenix in June 1974. And the reason, primary reason that I had came down, one I wanted to get involved in more hands-on in right-of-way acquisition on a major project, which was, that was kind of the start of C-A-P [Central Arizona Project]. And, the fella I was reporting to was Bobby Bond. He and I had worked together a little bit in Texas. He had moved to Boulder City, Nevada. But, Bobby brought me down because I had some background, one in land records, a lot of the withdrawal and revocation things for the Central Arizona Project involving B-L-M, and a little bit of interaction with the State Land Department from the Regional Office role. So, that was kind of partly why I wanted to come and why they wanted me on the project. So. Keep going?

Storey: Yeah. Just keep going until you're done.

Seigal: Let me find my note. What did I do with it. Okay. So, when I came on in June of '74, organizationally the Lands Division had about twelve or thirteen people. Bobby was the Chief Realty Officer. He had a background—I'll talk of him a little bit. He'd started with the Bureau, I think, in San Angelo. We worked together in Amarillo, Texas. I didn't know him that well then, but I did know him. Bobby later had went on to the Department of Interior's managerial training program. And, that was while I was in California, it would be '68-'70, I think. Anyhow, he wound up back in Boulder City and was the Chief Realty Officer for Acquisition. They were doing work on Cibola Wildlife Refuge, and on the Southern Nevada Water Project. (Storey: Uhm-hmm.) So, Bobby had an excellent background. He was very very bright, very sharp. He was very highly thought of in the department and the Bureau. And a gentleman named Dick Shunick was the one that kind of got him into D.C. [District of Columbia]. Shunick later became Project Manager. But the other players there was, and I'll name them off, was Marion Everhart [spelling?], he was the Chief Appraiser. He was M-A-I [Member of the Appraisal Institute]. John DeCenso. It's D-E-C-E-N-S-O. He was the negotiator, kind of the Chief Negotiator if you will. They didn't have the Division organized into branches or functions, per se, at that time. They did it a little bit later. Some of the other staff people was a fellow named Harlan Hobbs

[spelling?]. He was doing relocation and legal descriptions. Negotiators of them were Roy Watson, and he'd started out with the Bureau in like '61 or '62, on the project. Mike Gomez had been, he was a Phoenix native. He had been with project a number of years, then before that had been with the county highway department. A fella named Ray Mecham was there. He had been in Boulder City since right after the war, I think. He was a draftsman. And, Ray had been around a long time and he was doing, helping do legal descriptions. He was well thought of. Another fella named John Verana [spelling?]. John was an old surveyor. I shouldn't say old, he's fairly, you know, like me at that time, but he had spent a lot of his career in the survey arena and he had, all the routes of the alignment of the C-A-P they had done in the planning stages for, John had virtually walked over the whole route four or five times as a surveyor. And, another gentleman was Dave Griffith. He was an appraiser. And then they had, I think, three secretarial staff. And at that time, as far as work-wise, we didn't have computers. We didn't have word processors. They had the, the state-of-the-art was the I-B-M Selectric typewriters. And, the three secretaries they had those things. They, just like a machine gun, from the start of the morning to the end of the day—it was very paper-intensive and labor-intensive, because you didn't have the computer kind of thing to work with. So it was, if you made a mistake you had to fix it with an eraser or just tear it out and start all over.

Storey: One of the appraisers, I think that I interviewed a guy named Vern Powell. Is that right?

Seigal: Well, there, there was a field guy on C-A-P. He was in charge of field surveys, a fella named Vern Powell.¹⁵

Storey: Yeah.

Seigal: Is that the same one?

Storey: He's the fella I'm thinking of.

Seigal: Yeah. He was the, I believe his title was chief of all the field survey parties. And he was a very sharp fella. Very well liked.

Storey: So, how would that differ from the surveyor in the office?

15. Vernon Powell participated in Reclamation's oral history project. See, Vernon Powell, *Oral History Interview*, Transcript of tape-recorded Bureau of Reclamation Oral History Interviews conducted by Brit Allan Storey, senior historian, Bureau of Reclamation, Sun City, Arizona in 1996, edited by Brit Allan Storey and desktop edited and published by Andrew Gahan, historian, Bureau of Reclamation, 2013, www.usbr.gov/history/oralhist.html.

Seigal: Well, the folks in the office, when I was talking about legal descriptions and that kind of surveyor, John had, I guess he had a back injury or something or had an injury, (Storey: Uhm-hmm.) and so he came into the office and he was working in the Real Estate Group and preparing, writing legal descriptions from the survey data that would come from the field. But he was a very hard worker. Where do I want to go now? That's, so that's kind of the, at that time the staff. A little later on, as we added a few more staff people, I'm thinking while Bond was still there we kind of divided up into branches. You had an Acquisition Branch, Appraisal Branch, and then I think it was Land Management or a property kind of a thing. That's how we evolved into those three branches at that time.

I'll talk a little bit about Marion Everhart [spelling?] at the time. And I want to get that out there. Marion was one of the hardest working and the highest productive kind of appraiser I'd ever been around before or since. And, Marion was an extremely bright fella, and he really made the appraisal program go for the project at that time. They actually started buying land in 1974, and the (paper shuffling) first property purchased was—what did I do with it? (pages turning) Was February 2, 1973, from a party named McClue [spelling?] in Augustine, and it was like, I believe, ninety-eight, \$94,000 for a twenty-four acre parcel. It was about \$3,800 an acre. That was the very first parcel they bought for C-A-P. I was in Boulder City at the time and I remember those contracts and deeds starting to flow in, (Storey: Uhm-hmm.) and we put them on the, and I was the records person so I had to put them on the records, the old plat books. And, the plat books, we talked about it earlier about the different systems we had. At that time we still had the plat books. They still do today, for that matter. And, we would record this information and then the data would be put on the old eighty, eighty, I-80 item, or 80-line I-B-M key punch cards. And so, I would fill out these spread sheets with all these numbers in it, and then it would be mailed off to Denver, and the Denver Office did the key punch. And that was the kind of the back-up system or the data behind the system for all the parcels as to what we owned, what we bought, what we paid, how many acres, and even to the extent of whether it was withdrawn land. It would use those old key punch cards. (Storey: Uhm-hmm.) And then we would get reports back periodically and it would capture the data by project, by state, by county, by feet, by easement, and by whether it was withdrawn, and they were very good. It was very intensive. As long as you kept the system up you had good data. (Storey: Uhm-hmm.) Then somewhere about 19—

Storey: So, you didn't directly enter that?

Recording Real Estate Transactions

Seigal: No, I, we had like a legal size piece of paper and you'd have to fill in this data in all the columns. It had all the columns as to, where you had two digits or four digits, or four digit, or however much room you had. And, you had to put it in there with a certain key codes or numbers, and then it would be sent to Denver, and Denver did the keying in and punching the cards. (Storey: Okay.) So, if there was a mistake this pile of paper would come back to you and you'd have to isolate it and get the correct codes in, if it dealt with the code. If you just put a wrong acre or wrong dollar they wouldn't know the difference. But if it was coded for the wrong county or for the wrong acquisition it would pop out. Later they, and I believe it was in about the mid-eighties, they evolved to a system called, we called it LAPS. That was an acronym for Land Use Inventory and Real Property System. And, that was developed and driven in Denver. Rick Wink [spelling?] was there, but the kind of the shaker and baker behind it was a fella named Steve Warner, and he'd been with the Bureau for many years in California. And, at that time, he was the Chief Realty Officer. And so the LAPS was trying to take the old data, convert it to a new kind of a format and system. And, in that arena, '85, somewhere along, people started not keeping their data correct. There wasn't any club to force you into it or make you do it. And so, when things really got fast and furious the first thing you wouldn't do was put your data in LAPS. It was just, you know, people would make decisions to do that.

Storey: That was a computerized system?

Seigal: Yes, but it was, we still, at the project-level had to do, put data on paper and we had to send it to the Regional Office and then there would be people there who would access in the computer system and put data in. (Storey: Okay.) It was always, it was kind of always like you, I guess people want to put their own data in instead of sending it someplace else. I think maybe everybody wanted access to the computer. It was kind of a new way. And so you're kind of at the bottom of the food chain if you were the guy writing the numbers down as far as the person that got the computer and typed the data in. And it just, it leant itself to a lot of errors, because the more hands working on it more errors crept in. And so, it got in disarray because, and I'll have to admit for my part, we were not too religious about keeping that data up. They'd had some difficulties about data getting lost. It got in the system and the computers would have a hiccup or something and bingo, a bunch of data would be gone. So, we just lost confidence in it. It was a bad decision that we didn't keep doing it. We should have, and other people, but we, nevertheless we didn't. And, ninety, 1997, at that time I was in Denver as Chief Realty Officer, and Sharon Wood, and she'd been there years, she was familiar with the old key punch cards, the LAPS system. She came out of the I-R-M [Information Resource Management] side of the Denver Office. So, in '97 we moved our data over to a database managed by the General Services Administration, because we had to, the Bureau had to make annual

reports about its real property holdings, along with the other federal agencies. Well, they had a system that fairly well fit with our old "LAPS data," so we, they went through a process with the computer folks to move the data out of LAPS and put it into the G-S [General Services] database format. And, so anyway, it worked pretty good, but again the data was wrong or off. And, I'll pick it up again later when we get to my role when I was in the Denver Office. So.

Storey: Okay. But, you mentioned that under LAPS it began to fall into disarray?

Seigal: Disarray.

Storey: How were we keeping track of what we owned and what we didn't own, and where we had rights of way, and so on?

Seigal: On the project, on C-A-P, we had a series of maps that were developed during construction. Actually came from a process that they had used in California. Harlan Hobbs [spelling?] had come to work for Bobby, I guess in about '73. And, he brought their kind of scheme of how they did it at the field level, and they were very good. And so the canal system, or aqueduct system, was broken up in to reaches. There were twelve of them on the Granite Reef Aqueduct. So, if you take 190 divided by twelve you get about fifteen miles per reach. And, they were at a reasonably good scale, I think one inch to 2000 [1/2000], which is like the U-S-G-S [United States Geological Survey] quad sheets. And, on that we would lay out the distribution of ownership. It was intended for the purpose of buying land, and so, and you would have the tract number and the person's name, and the acres, and the dollars spent. And, again that had to be kept up. Once it was put on the drawing or on the paper it was there. And so, you know, on C-A-P we were fortunate that we were always able to keep every piece of paper that was ever generated in the Real Estate Acquisition Program. We had all the, all the contracts, all the deeds, all of the everything. We had all of the appraisals, and they were in a systematic file system by these reaches of the canal, and filed by either alphabetical or by a tract number. As time kind of went on, it was easier to keep them in a tract number because you tend to forget, you don't realize the names if you weren't working on it. It gets into a numerical sequence then it, you can keep track of it that way. So the reports, perhaps, going to Washington out of the Denver Office to G-S-A, about the holdings of the Bureau of Reclamation, each year they would be skewed because we were not keeping the data up and sending it to anybody. And, to a certain extent, depending on other regions, same kind of thing was happening. There was no really organizational thing, or job requirement, or job description, or nothing—nothing negative happened if you didn't do it. (Storey: Uhm-hmm.) Management just kind of turned its head to it, and it wasn't important to them. You know, I mean I'm sure it was important to some of the

folks in Denver but they didn't overcome the hurdle and the ability to get your attention that you had to do it. And, so anyway.

Storey: So, at the local level we did know?

Seigal: We knew, as far as the project.

Storey: Or we could at least . . . ?

Seigal: Or we could get it if—for, I mean, on a project level it might not be real precise but we had a pretty good, we knew how many dollars has been spent. But, you could take a section of canal and manually run it up real, pretty fast and know how many dollars you spent and how many acres did you have. And, so from a disposal standpoint we weren't really disposing of lands. The project was in the business of going out and buying lands. The only kind of disposals that would be happening in our scenario was probably within the Salt River Project service area. There was a few things going on where maybe lands were not, would be found to not needed for the Bureau's program or they were moving canals and the United States would give up a piece of real estate and then they would get a piece of real estate where the relocated canal went. And so, but that paper trail and documentation went directly to the region, and so they would enter that data into their records, and hopefully into the LAPS and FIRM or whatever was going on. But, the responsibility for it then went to the Regional Office and we were just kind of an in-between person moving the paper for the region. But there's very little of it at that time. I want to say at that time I think from '70 to '74, while I was doing the real property records, I don't think we disposed or exchanged more than a half a dozen pieces of real estate in the S-R-P [Salt River Project] system. It got more active later in the late '80s and in the '90s. I mean, the development really started moving fast in Phoenix, and you got large develops going on, and they had an ability to wanting move canal features from a open canal to buried pipe. And so, there was a lot more exchanges of real estate that went on at that time. But, as far as C-A-P, organization, I kind of want to point that out.

Enormity of the Central Arizona Project

Organizationally, within Reclamation, and I can speak from C-A-P, I have a hunch it was throughout the rest of the Bureau that way. C-A-P wasn't a lot different than other projects, other than it was big. It was a big project. At the time it was the biggest one going in the Bureau, both in size of program, staff that was going on. We had not peaked in staff at that time. And, in dollars being spent. But, organizationally the Bureau was a construction agency and it was organized from the lowest level, I thought, up to the top level for very specific outcomes, and products,

and themes. Now, of course, in our role, or mine, our role was buying land and anything connected with whatever it would take to go buy land and acquire it was organized around that and it dovetailed with other elements of the organization because we needed from construction. We needed it from the surveys. We'd need to get hydrology. The engineers would be designing the hydrology and how much right of way did they need. And this kind of, I think, theme was throughout the Bureau in surveys, and construction, and geology, and mechanical engineering, and civil engineering, and all the elements of engineering that they had. That, it was kind of like its own like an little army. It worked great when construction was going, because it was designed and organized around the ability to do those things. And, like I say, everybody is very specific, very precise, and everybody knew what the outcomes were, and their product that they had to deliver. The other part that I really, you know, even then realized that on the construction program you kind of lived and died. Your, I guess the agony of defeat or the thrill of victory, was hinged around getting the job done on time. It was not good and not healthy to miss construction schedule deadline dates. And, I mean, not just from Real Estate, from the designers, and the field engineers. You had a whole organization of people from here at C-A-P, through the region, and to the Denver that schedules were set and they had a process and the different players, organizationally, they knew what their roles were, what it took for them to do their element, who needed their product, and how it all fit. You know, even when I started in Amarillo, as a draftsman, it was a small office. And, that was kind of neat because we had like fifty people in the Office Engineering and it, that's where I really got my exposure how it kind of operated. And, I can't say that I really got it all, because we didn't, but you began to realize that there's a method to the madness and if you just work the system it worked, and construction flowed, and projects were built. And, that's why they were successful at getting as many projects built as they did. I just, you know, I just know it in my bones. It was a lot of fun. (Laugh) A lot of fun.

You'll have to kind of—I lost where we're going now. (Laugh)

Storey: We were talking about you coming to C-A-P.

Seigal: Okay.

Storey: You had talked about the makeup (Seigal: Okay.) of the Real Estate Office under Bobby Bond. While we're stopped here, how do you spell Shunick's name?

Seigal: S-H-U-N-I-C-K.

Storey: And, Mecham?

Seigal: Is M-E-C-H-A-M.

Storey: Okay. Thanks.

CAP Real Estate Office

Seigal: Anyway. My, when I, functionally my job, when I came in the door, was—construction was already going on, ongoing on what we called Reach Eleven, the Granite Reef Aqueduct, which is North Phoenix and Scottsdale. Later it became the Paradise Flood, Paradise Valley Flood Detention Basin. What I kind of heard at the time, the theory was the first project, the first part that was put under construction was the Havasu Pumping Plant, which is out at Lake Havasu. It was a hole in the ground, the dirt work to dig the hole where they'd build a pumping plant, and then they put some spoil dirt out in to the lake to kind of make an inlet channel for the future pumps. And so, here it is in '74, you know, a 180 miles west in the middle of the state of Arizona we had a fifteen-mile segment that we were digging a ditch. And, it didn't connect to Parker. It didn't connect up to the Havasu Pumping Plant at that time. (Storey: Uhm-hmm.) Their rationale behind it, part of what I'd understood is that perhaps that they started there because they figured if they started the construction there it might be less likely to stop it, that they would build the rest of it. And it's, that was kind of, I remember at different times that's kind of at that time what we thought. And, later on in the [President Jimmy] Carter years it didn't help a lot. He tried to stop it. (Laugh) (Storey: Uhm-hmm.) But anyway, they were digging the canal. So, what I was doing, started doing, the next several contracts coming up were going to be for features on the to the west, the west side of Arizona, Granite Reef, Reach Two, Six, and I believe Nine. Reach One would have started at Lake Havasu. And, as you progressed to Phoenix the numerical, it was just in sequence, two, three, four, five. So, if you knew where Reach Three was you could kind of, if somebody says Reach Six you kind of, you kind of in your mind have a picture of where it was.

Storey: And, if I understood what you said earlier, so Reach Three would be about fifteen miles long, it would be the third reach.

Seigal: Correct.

Storey: And so it would be about mile thirty to mile forty-five?

Seigal: That's, yeah, it'd generally be—

Storey: Something like that?

Seigal: Something about like that.

Storey: Okay.

Seigal: So I, we had several contacts that were going to be coming up. I was to get partly started with B-L-M to work out an arrangement with the B-L-M folks for the future construction activity to occur on the lands that we had reserved a wide corridor years earlier, from the region. Curt Bowser's group had had a mile and a half, sometimes three-mile wide swath of land, if you will, reserved from the public land for the project.

Storey: But not withdrawn?

Orem Dam

Seigal: But not withdrawn. It was a term we call "segregated," but it didn't shift administration to the Bureau of Reclamation. We had the protection of it, but B-L-M still administered those lands. And they, I mean, we never really had a problem with B-L-M from that point on. We just didn't have a good arrangement or had not figured out how we were going to build on it, being as we don't own the land, its not under the old Reclamation withdrawal so we can't administer it. The other thing—and so, that's the primary person. I'll come back to him in a minute. The other thing, when I first came in, the Bureau was, the project was really aggressively moving trying to get Orem Dam and Reservoir, which is just east of town. Predominately, it was on the Fort McDowell Reservation, the Verde River arm was all the Fort McDowell Reservation. Bobby had came to Phoenix with a couple of major goals. One was to get the C-A-P acquisition program started, but second and almost with it, the push was to try to get a negotiated settlement with the McDowell, Fort McDowell Indian Reservation for the purchase of a lot of their land for the future to be Orem Dam and Reservoir, or as we thought it might be. (Storey: Uhm-hmm.) And, so I got involved early on when I first came at that point. Very shortly they had a contract for an appraisal firm to appraise the land. I think the reservation had like 24,000 acres. We were going to have to buy somewhere in the neighborhood of 14,000 acres for the reservoir. So, I was assigned to work with the appraisers because we didn't have a good handle on the housing and how many people lived on the reservation. And, the appraisers were having to appraise all of the land and then all of the improvements, which would include all of the houses. So I was, I spent a week going with the appraisers. And, there was a young Indian that came with us, because he knew where people lived on the reservation, and knew them. His name was Rafael Bear. He was probably, oh seventeen, sixteen or seventeen-year-old, Yavapai Apache. He lived on the reservation there, and he could speak English and he could speak Yavapai.

Storey: And this would be Bear, B-E-A-R?

Seigal: B-E-A-R. And I don't know, I've never seen him since then. He was a very pleasant and it was interesting talking to him, and he obviously had the cultural connections and knew how to deal with the people and explain what was going on. So, I spent about a week, week and a half with myself and two appraiser from it was Larry Burke's firm, Burke Holman & Hanson. He's a well known appraiser here in town. And, he had two staff appraisers. So, we went through the reservation to every house. They would tape it, measure it, photograph it, and I would be there trying to record the names and who lived there. And, we went through the whole reservation, and there was somewhere around seventy-five, I want to seventy-five or eighty residences or identifiable home sites. Somewhere in the neighborhood of 150 to 220 people. And, some of the houses were just your traditional frame-stick house and had been a program of B-I-A [Bureau of Indian Affairs], and they were fairly new. And some of the folks though, were the, I mean, a lot older and more traditional Yavapai Apache. They were living out in the along close to the river. One, a couple of them were like kind of a brush hut had been built. Another, it was virtually, it looked like a garden storage shed or a lawn and garden kind of metal shed, and they lived in it, stayed in it when the weather got be rainy or inclement. They tend to live out in the open, and they had these neat little cast iron wooden stove. They're about twenty-four inches square. I would have loved to had one of those. When I was a kid my grandmother had an old potbellied cast iron stove. It was a lot larger, but I remember putting wood in it and kerosene and starting a fire.

But, these, a number of these families on the reservation had these. They were kind of a neat little size, and they would cook on it. And, if it was really hot or cold they could get it inside their shed or whatever it was and try to keep warm. And, the ones that lived out like, there were several of them, and they were probably in their sixties and seventies, but they didn't want to live in a house. They didn't want their, what we d call a traditional house. (Storey: Uhm-hmm.) (sigh) And, so anyway, and so I met virtually all of them, and it was kind of interesting because I got to talking to some of them that, and a good lot of them could speak English very well. And, they, their names, I had to record the names. One's name was Andrew Johnson. And so I got to talking to him and he said that when the soldiers had rounded up a lot of them, when the old Fort McDowell was there before they closed the fort and when they put the Indians on that reservation, the white people were starting to assign them names. And, a lot of them were given names of presidents, and famous people in our culture that they named them. This one guy was Andrew Johnson. It was his grandfather or whatever had been named by the cavalry, and that's how he had Andrew Johnson. (Storey: Uhm-hmm.) And, you know, it was a real eye opener. So, anyway, that was my effort on it. The appraisals were done and I think it came out to about \$32.5 or

\$33 million for 14,000 acres, and there's a couple million dollars added on that was going to be for having to provide for housing. The, in the acquisition of properties like that, the 1970 Act had been passed which required when you bought property and had to relocate people, which we'd have to do there, they had to be provided a home, or the ability to move into one. In a kind of a nut shell, they were going to be provided a package and they'd all have houses built. That's why I was trying to record with each family how many adults, children, you know so we could figure out at some point how big of a house are they going to need.

Anyway, the offer was made and it was a real conflict amongst the reservation, the people on the reservation. The younger ones tended to want to do the deal. The older ones didn't. That's kind of a pretty broad range there, but it really kind of galvanized the Indians in the community and was very stressful for them. In the final analysis they decided they wouldn't take it. They wouldn't make a counter offer. Their position was, "We don't want the project." "We're not going to sell our land." And, during those times there was a lady in Scottsdale, her name was Carolina Butler. And, she had been a kind of a social services kind of worker, I think, and had done some kind of work on the reservation with social services for a number of years before we ever showed up. And she was very adamant against it, and a number of other folks were. And so the Indians they had a referendum, and had a vote, and they voted to decline to accept the offer and basically saying, "We don't want the project." And, that's, my boss's job, Bobby Bond, was there to try to make that deal work. And, he did everything he could within reason to, you know, communicate with the folks, and but it just, it didn't work. They didn't want it.

END SIDE A, TAPE 1. DECEMBER 18, 2003.

BEGIN SIDE B, TAPE 1. DECEMBER 18, 2003.

Seigal: One of the reasons they didn't want to do it, as I recall, I remember very clearly is that they felt like that kind of improvement on the reservation was contradictory to their culture. They were, you know, they had been put on the reservation in 1900 and they were used to roaming through the mountains and forests out there. But, it was contradictory to their culture. And, the law at that time provided that the United States would have to appraise it and they would have to compensate them, they'd have to provide them for homes, and if they did, if they did and accepted it, at some whatever the value was, that another 2500 acres of land would be added to their reservation because it was a substantial acquisition from them. But, the tribe and the reservation and community would retain all rights to the reservoir for fishing and recreation. And, it was kind of ironic to me later on, as we talk now, as of a few years ago, the Indians in the state of Arizona and other places they got gaming. And so now, out there, they have a big Indian gaming casino. Its well attended. But, I

can't help but think, from my perspective, what would have been out there had they done the deal. I really think that if had they of told the government, "We don't want \$33 million. We want \$40 million or \$50 million." I can't help but think that the government would not have, I think they'd have given it to them. And if they, and the reservoir was, be there, they'd have all the rights to recreation on it, boating, casinos too if that's what you want. I just, it's just, it mind boggles me what it would have been had they done the deal. So, anyway. But, somewhere along the line, I remember Secretary [of the Interior James G.] Watt¹⁶ came out. This is '76, '77. I forget what year. It was on my birthday, April 3, whatever that year was. And basically announced that Orem Dam was off the table, it was not going to be built, and kind of announced that the Bureau was going to start another environmental study program to find an alternative to Orem Dam.

Storey: Okay, so if Watt came that would have been after the spring of '81? Is that right?

Seigal: I can't remember what year he came. I just, I remember they wouldn't do the deal, (Storey: Uhm-hmm.) and it just, the things fell, I was thinking it was earlier. Watt, of course, was under Reagan's administration. So, I mean, did Reagan go in in '80?

Storey: I think Jimmy Carter was '77 to '81, wasn't he? Then Reagan '81 to '89.

Seigal: So, of course Watt, Watt was under Reagan.

Storey: Bush '89 to ninety . . .

Seigal: Two.

Storey: Three.

Seigal: Three.

Storey: Yeah, it would have been. It would have been sometime after the early part of '81.

Seigal: So. But, I don't recall a lot of interaction after the tribe just basically said, "No deal." They wouldn't do it. The Bureau, at some point along there, started what became the Plan Six. It was a planning exercise to find alternatives to Orem Dam and Reservoir. And, so I think Watt came, when he came through, they'd made a decision that—and I think what, somebody mentioned they thought maybe that's when the announcement

16. James G. Watt served as Secretary of the Interior under administration of President Ronald Reagan from 1981 to 1983.

was made that they would amend the law and take that off the books. (Storey: Uhm-hmm.) But, it was a very significant event for the Indian community. When Secretary Watt made the announcement that, "The government is not going to push the deal. Orem Dam and Reservoir is history. It's gone. It's not going to happen." And so now to this day, now, I saw something in the paper just the other day that was a little announcement where the, on, the Fort McDowells they had a celebration of the, their Ninth Annual Celebration, or something, of the Defeat of Orem Dam. (Laugh) So, its still a rallying call to the, some of the population out there. They defeated Orem Dam. I just, in retrospect, I mean, this is twenty-five years later, I just, I just, I look at what it would have been had they done the deal. But, they didn't want to do it.

Canal Alignments

Let me go back to, okay. So I'll, and so after that was over, now I'm back to the other reason why I came was working with B-L-M. And what it is, I had a, got acquainted with a fella at the Phoenix District Office, his name was Dean Durfee [spelling?], and so we just we got into a vehicle and we went out to, I believe it was Reach Two, and at the time the centerline had been surveyed for the canal alignment and had a little rough road on it, so we just decided we'll just go out and look at it. And, this was in the spring time. You don't want to do that in the middle of the summer. You might not make it back. (Storey: Yeah.) But, we just went out and drove over it, and looked at it because he wanted to see where it was. And I know at that time, and this was in '74 or '75, the interactions I'd had with B-L-M, and even the State Land Department, is like, "You guys are going to really build that thing, aren't you?" I mean, at that time, and even in '77 there was still this idea that its not going to get built. (Storey: Uhm-hmm.) And so part of that was to overcome that kind of a resistance, because if they'd didn't really think it ain't gonna get built, well they weren't going to get too involved in doing something to give us a green light (Storey: Yeah.) to go ahead and do this thing. So, what we did I made arrangement, we had an arrangement with the B-L-M folks, then we used it from that point on. Because, we went from Buckskin Mountain Tunnel all the way to some places, federal land. Most of it was west of Phoenix, west of the Hassayampa River, but we had an arrangement that before each reach was ready to build or before we would award a contract we would provide B-L-M with a set of the construction specifications and the maps where all the structures were going to be, and what lands basically would be involved in it, needed for that. Then they would respond with a letter giving us a Consent of Right of Entry to Construct (Storey: Uhm-hmm.) on those lands, based on the construction specs. And, so that worked from that point on as far as the canal system. The electrical transmission systems, I mean we had about a thousand miles of high voltage transmission lines. We would get a right of way issued prior to

construction. It was just a normal right of way grant over the federal lands or public domain lands. But this arrangement I had actually dealt specifically with the aqueduct system. So, and later on we did get a Grant of Right of Way. (Storey: Yeah.) We can talk about it later.

Storey: Before we go on, tell me about—you would have been, you would have come to C-A-P just a few years after NEPA [National Environmental Policy Act] was passed?

Seigal: Correct.

Storey: And I could see the possibility that people who might be opposed to C-A-P would be saying, "Well Reclamation has to comply with NEPA, but so does B-L-M," trying to stand in the way of the rights of way, and so on. Were there any issues that came up over that?

NEPA and CAP

Seigal: Yeah. That's a very good observation. The NEPA was passed in 1970. Like I say, the first construction contract for C-A-P was, I believe, in '73 for Havasu Pumping Plant. (Storey: Uhm-hmm.) And, I came in '74 and they were building Reach Eleven. They had an overall E-I-S [Environmental Impact Statement] for C-A-P in that time frame, before I think the first contract was let. In retrospect, comparing how they do E-I-S work now, it was maybe a little sketchy but it was the best they could do on the entire project in 1971 or '72.

Storey: And given what they knew about the process of it, so?

Seigal: Yeah. And so the process of NEPA and all has kind of evolved, like lots of other things. And so, what they did is they did have an over, over, overall C-A-P E-I-S that was filed and then as each major feature of the project came on later—feature would have been the Granite Reef Aqueduct, the Buckskin Mountain Tunnel, the Havasu Pumping Plant. And, I'm naming off a few, but those were what we called a major feature. The Salt-Gila Aqueduct was a major feature. (Storey: Uhm-hmm.) And so each one of those kind of features as the time went on it came the next in line, so to speak, they would do a more definitive E-I-S on that project feature. And, it eventually, early on we didn't do any "mitigation" per se on the early parts of the Granite Reef. It kind of started happening later as we got more environmental staff and having to deal with Fish and Wildlife Service. Other mitigation things came up. We, for instance, they had put some deer crossings on the Granite Reef Aqueduct. It was just a small bridge, a pedestrian type bridge. They identified some areas where there were migration routes or big horn sheep in the area and so they tried to provide

places where they thought they would use them to cross that canal. (Storey: Uhm-hmm.) Because if they got in it they couldn't get out. And some did. Some got in there. But, that was kind of how the E-I-S worked, like I say but it evolved as the years have gone on it got tougher, more mitigation, litigation. I mean a number of times they had lawsuits where they would be, I forget who all filed them, but they would try to get injunctions to stop construction. The ones I'm probably more familiar with, as I know we got on later down into Tucson, the first part of the Tucson Aqueduct there was a group in Tucson. I forget their names. They tried to get an injunction. The old judge, he wasn't, he had a hearing but he just, he just threw them out the door. He bought into the Bureau's mitigation work, and E-I-S, and some of the issues they were concerned about wildlife and the noise of construction. We had some houses close down there a few place. In fact, we had to buy some. But, like I say, it was like everything else. It was kind of an evolving process.

Storey: But, no challenges over the real estate processes?

Seigal: No. What we were, for a while we were buying rights of way under the guise or under the umbrella of this overall C-A-P environmental statement, which of the whole project. And part of the theory behind it being is that, "Well, even though we might buy a specific piece of real estate or a lot of real estate, it was not an irrevocable commitment of resource." Like, you know destruction of plants and animals. We, while we'll spend money, the theory being is if you didn't build a project you could sell the land. (Storey: Uhm-hmm.) But, there was no activity on the ground that would disturb it and, you know, destroy things other than if it'd had a house and we'd bought it and moved them, we'd demolish the house. (Storey: Okay.) But, and then later on as it got a little farther on down the road in the time line we were a little more restricted from buying until it got closer to E-I-S for that feature. The E-I-S, the challenges and whatever, on the whole project never slowed us up in buying land, ever.

Storey: You had, let's see, if I'm recalling, something like 300-plus miles of aqueduct, ultimately?

Seigal: Correct. Yeah.

Storey: Were you just buying everywhere, (Seigal: Well.) or were you focusing? Or . . . ?

Land Purchases for Aqueducts

Seigal: We would have to, we were focused. Our activities were keyed with wherever construction was going we had to be in front of them for the next contract. But fairly

early on, like when I came, they had a good alignment and had done their hydrology. They knew how much right of way needed, and they knew where it needed to go. At that point in time they'd been on a lot of route studies and they pretty much had the basic alignment down to where they knew where the pumping plants had to be. And so between pumping plants it's a gravity alignment, (Storey: Uhm-hmm.) based on some slope. And so, that's why they could predict and define where Reach Eleven needed to go, and we bought a strip of land. It was about a half-mile wide out there, and we had center line. So then as the, you know, and then at that point '72 or '73 the real estate staff was ready to go. They were fortunate enough to get right of way located so they could buy in an area that there's a lot of parcels to buy and a lot of work for us. The other area they were working on in '73 when I came for, was on Salt-Gila Reach One, went through East Mesa and close to Apache Junction area, and there was a lot of acreage kind of development in there, mobile homes. We ultimately relocated about thirty to forty families. That was in that time frame. If you go out there now, I mean it's houses either side of the canal right up to the right of way fence. And, had we not done that—and there was just, we had I think 180 parcels to buy for Salt-Gila One, and we got started on it maybe oh a good seven or eight years before it had to be built. So, we were able to do it, and so to the extent we had staff time we just keep poking away and buying a piece at a time on Salt-Gila, and then meanwhile other features that were coming up we would devote the staff to, that was a priority. Get right of way in our possession prior to construction. And then we had, they had a good schedule. We knew by reaches way way back that what time frame Reach Two was going to be built, and Reach Four, and Reach Six, and Reach Ten. And, like I say this, this thing within the Bureau, I mean, that went from the top to the bottom line surveyors and geologists digging holes in the ground out here, up to the Denver Office and the Chief of Design. I mean it's, it was integrated from top to bottom in terms of these schedules, and the resources it'd take to get it.

So, while we were buying on Salt-Gila One in '70 or '75, some of the stuff that's coming up for construction out west, Reach Two was fairly early on. It was all federal land, so it was fairly, not labor intensive. It did not consume a lot of time and people staff in order to get that secured. Reach Six was all federal. Reach Nine was virtually half of it. So, the most of the private lands, when we're talking C-A-P and real estate, is from, are from the Hassayampa River through the metropolitan area here, and then after you get to Apache Junction going south there was a lot of blocks of state land, and some private land. But, the predominance of the property that had to be bought, or people around it, would have been on Reach Nine, Ten, Eleven, Twelve, and then Salt-Gila One of the Salt-Gila Aqueduct. Reach Two was pretty much a rural nature of mostly state lands, as I recall. Salt-Gila, Reach Three, which ends at the Gila River—I believe that's where. Yeah. Salt Gila Three ends at—there was a fair amount of farmland called Arizona Farms Road area. It was irrigated

farms that we were going through down in there. But, the predominance of people that had to be relocated on the aqueduct system were in Apache Junction area and then later on in the Tucson area.

Storey: Out here east of Phoenix?

Seigal: Correct. Uhm-hmm.

Storey: How did the state land work? How did we acquire state land?

Acquiring State Land

Seigal: The state land, the state of Arizona and New Mexico both came into the union late in the history of our states coming in. I think in 1914. And, of course, Reclamation was in business in 1914 building dams around the West. And, somewhere in that process somebody in the department had to be astute enough to realize that these states were coming in, that to preserve Reclamation's interest, if you will, for future development of the West that they wanted to protect it for or get a benefit that would help us, or help the Reclamation. These states were coming in at late in the union, and the other thing is that instead of like the other states who only got two sections out of every township for school, state school lands, the states of New Mexico and Arizona were allowed to select four sections, which would have been two, sixteen, thirty two, and thirty-six. So, in the Enabling Act for Arizona and New Mexico there was a reservation for the Secretary of Interior to request, in effect, a Deed of Relinquishment for those lands that he decided was necessary for Reclamation, "federal Reclamation irrigation project purposes." It was kind of wordy but, I'll get that in there.

And so, on C-A-P the first one that was done was a Deed of Relinquishment. I was in, I was still in Boulder City. It was in 1974. We acquired 640 acres for primarily out here along Reach Eleven, which was under construction later in '74. In a way that, the way it worked is that the Bureau, we would, our office would prepare the legal descriptions and the tract maps of these parcels, because we could identify what state lands were subject to that provision. And basically, it was any section of state land that they owned that they got subsequent to, I believe about 1890, because the state did have some school section land or kind of a territorial grant prior to 1900. But, we could identify the state lands that were subject to this Enabling Act provision, and the state land department had pretty good records and maps. And so we prepared the tract maps and the legal descriptions and it was just about a, oh a two-page document that recited the state's Enabling Act and here is the Secretary's determination that he needs this land for this project. And so we would get those

prepared. We would provide the state attorney, the State Land Commissioner a copy of a draft and then this package of correspondence would go off through the Bureau's chain to Denver and to Washington, and then over into the Secretary's Office. And so the Secretary of Interior would sign this letter and it would be mailed back to the State Land Commissioner and say, "Here's this deed, would you please sign it?" And they would sign them. It would be like the State Land Commissioner and two other officials of the state would sign those and they would—and so at that time they wouldn't give it to us here in the Phoenix Office. They said, "No. The Secretary has asked us to do this. We're going to give this document back to the Secretary." And so it would go back to the Secretary. And, so this was done with no dollar exchange from the government to the state. (Storey: Uhm-hmm.)

And so what the state got, they were allowed in the Enabling Act, they were allowed to go select land "in lieu." It was, "We took this land, now they got to, were able to go select some other land out of the public domain category," basically land administered by B-L-M. And so, over the course of the project we had close to twenty of these deeds that were exchanged between the Bureau and the State Land Commissioner. And between 1974 and 1987 we acquired over 27,000 acres in that process. The state was always very receptive. The state, and the state government, and which the land department was a part of, was very supportive of the project. They didn't want to be in the way. They didn't want to be the ones slowing it up or stopping it. (Storey: Uhm-hmm.) They wanted the project. They wanted the water. And so, and all these lands, then we had, what we had to do was deal with the lessees. A lot of these parcels were over desert grazing lands, and the lessees this, they were at the will of the state. As long as the state would give them a lease they could graze their cattle. But, the lessees, sometimes they owned some fencing or they had a stock tank. So we knocked out a fair amount of stock grazing fencing, went through a number of like stock ponds, maybe a windmill, or a corral. And so we would, my role in those times was we'd identify that and we had some contracts. We'd go meet with the lessee and purchase those improvements that were destroyed. They would be appraised, and we'd make then an offer, and they were always good to work with. I don't, there wasn't, I don't recall ever any of them refusing to sign a contract with us. And, we got the, and our appraisals they accept them and they were paid, and the project got built. But it's just interesting all the different elements that goes together to get these things done.

I'm going to take a quick break so I can look at my notes before we go.

Storey: Okay. (tape paused)

Difficult Land Acquirements

Seigal: So, I gave it that about the time I came to Phoenix the first reach was under construction and my recollection was that it was some of the early, at that time '72, '73, would have been the first condemnations that had to be filed. They were very successful in getting parcels negotiated but there's always a few that they don't get. And, the one that really comes to mind was very, at the time it wasn't as notorious as it later became, they condemned some land from a gentleman named Kemper Marley. And, there's Kemper Marley Ranches and then some property that was actually just called D-C Ranch. Kemper Marley had been in the state for many many years, was well known, pretty well off. He owned an awful lot of land out in the Northeast Scottsdale area. But anyway, we weren't in agreement with the prices, and I don't remember the particulars. I wasn't involved in it. But nevertheless, they filed a condemnation. We had title, had possession. We just didn't have a settlement on compensation. And, it's in '75, somewhere in there, '74 or '75, there was a reporter here in town. His name was Don Bolles, was, he was kind of an investigative reporter. He had been doing some investigative reporting about the Arizona Racing Commission, and Kemper Marley had either been on the commission or wanted to be on the commission. It was a political kind of an appointee thing. And, this, apparently he had done some negative stories about Kemper Marley and his background, and so this reporter was doing some investigation. He had got called to go out to a motel over on East Van Buren or someplace. Anyway, he shows up to interview this person. I think the guy's name was John Harvey Adamson, and I'll explain that a little bit. Anyway, somebody put a bomb in his car and had a remote device to detonate it and blow it up. Well, he, it didn't kill him. He lived for about seven or eight days and he lost a leg or two, and it just, he couldn't make it. He finally eventually died. And, this led to a, fairly quickly, and investigation and it surrounded Kemper Marley and his role, or they tried to prove his role in getting Don Bolles executed like that. They could never pin it on Kemper Marley. There's another, two other people in it, a guy named Max Dunlap and a guy named Robison eventually got convicted for it. And, Max Dunlap was a friend of Kemper Marley. And, kind of the story was that Max was a good friend of Kemper, and Kemper wanted this guy eliminated, and that Max hired a guy named Robison who was a plumber from Mesa or whatever that purportedly had remotely set off this device and blew it up, and the name John Harvey Adamson kept coming into it, because he was the first one they got. They were able to convict that guy and put him in jail. And he had, he had like twenty-five years. They couldn't get him for murder but his role in it they were able to prove it and they put him in prison, and he was going to be in for twenty-five to thirty years. Well, anyway, he turned state's evidence then. He started, he pegged Max Dunlap and this Robison guy as the culprits that were involved in murdering this Don Bolles.

Max Dunlap, I touch there is because in '74 or '75 in the time period like that,

we were buying land over near Lake Havasu for a transmission line. It was the Davis-Parker Number Two transmission line that went from Davis Dam to Parker. Well, Max had two sections of land out there. He was like a dirt moving contractor, and landscaping, but heavy equipment operation. He was moving dirt out there because he was trying to do this subdivision. And kind of behind Max was Kemper Marley. The story was that Kemper had the money and that he kind of befriended Max Dunlap, and Kemper was a lot older, and it was kind of like his father that he never had, maybe. But, that like Kemper was the one that was backing Max up and he's building this stuff. Well, anyway we had to buy land from Max Dunlap, and this is in '74 or '75 after this event has happened with Don Bolles. And, I don't think all the stuff had really come out of the woodwork yet. But, they had got this John Harvey Adamson. I remember seeing Max coming into the office, and John DeCenso had, was doing the negotiations. We couldn't get it negotiated and we had to condemn for it. But it just, you know, I mean I saw the man. I had a hard time thinking this guy would do something like that. Well, right now as we talk Max is, he's at Florence. He's serving life. He's in Florence Prison now.

But anyway, backing up a little bit to the condemnations. So I remember having a talk with Bobby, at this time, we could never get a settlement of the condemnation or Kemper Marley's land and interest for the C-A-P, and then all this news comes in about the murder and the killing and Don Bolles and somehow Max, Kemper being connected to it. They could never prove it. Well anyway, and they never settled the condemnation, and I know we were talking about it. He used to say he was kind of glad that they never negotiated the settlement because it might have looked poorly on Reclamation or the government for having negotiated a deal with this guy who was later proved to be a murderer. (Storey: Uhm-hmm.) I mean, everything is depending upon time, you know. If you go, you know, so anyway later on, a little later on, when I became the Chief of the Division in 1981 the first settlement for a condemnation that I had to do as a Chief Realty Officer for the project was settle a case with Max Dunlap and Kemper Marley. And, but anyway. It was interesting. (Laugh)

Real Estate Agents and Engineers

Project-wise, I was going to talk a little bit of the thing with one of the fellows in the office area. Harlan Hobbs he was doing legal descriptions and taking survey data. They had one area on Reach Eleven that they were looking for a section corner, and this is in '74-'75 time frame. And, they couldn't find it, and Harlan had calculated in this area. I think it's like Pima and Bell Road is that he calculated where he thought this section corner ought to be so that they could tie to it and make sure their descriptions all worked. And so the survey parties went out and he just wanted them

to measure it and set a wooden stake. Well, they went out and they put a steel rod in the ground as if it were "the" corner, and they put in like kind of a permanent monument. And, it did fit with what they wanted to do. And then quite a little time went on other developments started coming into that area and it became accepted as the section corner. (Laugh) (Storey: Hmm.) It fit. (Storey: Uhm-hmm.) But it was kind of interesting. The backgrounds that people brought to it. Harlan also was known kind of, at that time, he was only here from '74 to '77, the group would refer to him as the Construction Engineer. Well, the Bureau's Construction Engineer is not somebody in Real Estate. The Construction Engineer is "the" Construction Engineer. But, Harlan had a good grasp of construction. He came off of some jobs in California where they were building canal systems, and he was a right of way person and had some interaction with the construction folks, and understood the plans and specifications. And, some of the folks that were, and including myself, I hadn't dealt a lot directly with the construction side of the organization on the ground construction relative to real estate, and but Harlan had that kind of background and expertise and it was very helpful. And so, he was kind of called the Construction Engineer because of that kind of background. He could go dicker with engineers and deal with them on issues that affected Real Estate. (Storey: Uhm-hmm.) You know, at that time also, a lot of the office construction engineers did not have a lot of construction, field construction, so and as time goes on the Bureau gained more and more expertise. Either you brought it in or people grew up with it, kind of like I did and some of the staff. You just kind of, this stuff is around you and going on and you gather it, and it just improves your ability to interact. And, what I sense out of it, looking back, you developed a high sense of trust. We had a lot of different disciplines doing work and you depended on people to deliver your data from their expertise to you so you could use that part for what you needed to do. So, you tended to develop a trust and relationships that were really strong, and especially looking back, and kind of a, a personal kind of a bond with people. And, it (paper shuffling) just made things work that much better.

The other thing that I, in that time frame, that I started doing (microphone noise) early on was when I came down here was to work with the field construction guys on the west, way out on the west side of the state. They needed aggregate sites for construction. They needed a good quality rock, or whatever, for concrete. (Storey: Uhm-hmm.) And so I got acquainted with a couple of folks in the construction site, and like I say, early on I had a lot of interaction with different parts of the construction group and it paid me great dividends in the sense that I had a lot of support from them. And, later on when I got to be the Chief of the Division, I had a lot of support from those guys. They were very supportive of me and I always appreciated it. But anyway, we were, they were finding places and we would get special land-use permits from B-L-M, because they would go out and we would get a,

like a right of entry to go do a . . .

END SIDE B, TAPE 1. DECEMBER 18, 2003.

BEGIN SIDE A, TAPE 2. DECEMBER 18, 2003.

Storey: Tape two of an interview by Brit Storey with Stanley F. Seigal on December 18, 2003.

Get rights of entry, or . . . ?

Construction Sites

Seigal: We were getting rights of entry from B-L-M, ultimately, for these material sites. One fella that I worked with was Glen DeGroot [spelling?] and he came to the Bureau, here in Phoenix, out of Denver. Glen had been in the E&R [Engineering and Research] Center and he was one of the instrumental players in the writing of the Bureau's concrete manual and aggregate kind of stuff. The guys, he really specialized in that kind of part. So, Glen was working the field and they'd find these drill sites or places and take backhoes and do tests on the soil and the aggregate, and I don't know what all they do. But, they could test it and fairly quickly find out if it was going to be good enough quality for the concrete that they were going to need for the canal linings in those areas. And, most of those were on B-L-M land, and because to the west is mostly federal lands and a mix of some state land. So, most of them were on B-L-M land. We'd get a special land-use permit for a two or three year period to extract this rock and crush it and make aggregate. And, some of them, a few were on state land but predominately B-L-M. And, so that was the first, oh, three years. I was primarily pretty much took care of things that I was doing.

Storey: Tell me when you moved to, or when you started, that was in Amarillo, right?

Seigal: Yes. Uh huh.

Storey: What kind of grade were you?

Moving Up in Reclamation

Seigal: Oh, grade-wise I started at a GS-5, Engineering Draftsman.

Storey: And then you went to . . . ?

Seigal: I took a lateral to Boulder City and ultimately got a G-S, I went to a six and a seven

as an Engineering Draftsman. Then I was with the Navy for a while. I left the Bureau in '68, was in California. I was a GS-9, Civil Engineering Technician, but basically I was doing plans and specifications and drawings. And then I came back to the Bureau and that's when I went to work with Curt Bowser as a Realty Specialist in 1970, as a GS-9 Realty Specialist. And, I was there, I was about three years into it. I was, got a promotion to an eleven, Realty Specialist. And then about six months after that I took a lateral transfer to, came to Phoenix. And, that was kind of a tough move because Bowser was really good to me, taught me a lot. I always, always still say that you can only do as much as whatever your boss will let you do, or what they'll support you in doing. Curt was always very supportive, and he's a good trainer, and educator in the business. One of the things I always learned out of him, and he'd been there a good while, he was kind of mode of operation. He'd talk about it. He'd say, "Well, you always got to have a back up position so if what you're trying to do don't work you need to have another back up position, of an alternative position, to do. Or two. Or three if you can get them." (Storey: Uhm-hmm.) And that always kind of paid off having, you know, knowing that you needed, go forward but have a back up position. If this don't work, what are you going to do next?

So anyway, I came to Phoenix and I was lateraled in for, as GS-11 Realty Specialist, and so I was in that position from 1974 to about '77, and then I was promoted to a GS-12 Realty Specialist and had a, at that time we were into branches and so I became Chief of a Relocations and Descriptions Branch. And so, in that role we kept, we were, I had some staff that could, were doing the engineering descriptions, and we were doing the relocation contracts with entities. You typically, the county or city highway departments, because as we built the canal systems we're going to have to move improvements or cross major highways, or move gas lines, and those kind of things. So we would be putting contracts in place with those entities and with the city, or county, or state, the contract involved building bridges at certain locations wherever we had to cross a major highway. And, getting that contract and that relationship in place prior to construction. (Paper shuffling)

Land Appraising

So. Let me talk on—I'll back up just a little bit on the thing we had in the condemnation against Dunlap. I remember Marion Everhart [spelling?], he was an excellent appraiser but he had done land studies, sales, land sales. He'd gone from I-17 coming down Bell Road going east, to Scottsdale and Bell which is where Kemper Marley's property was. And from downtown Scottsdale going north up Scottsdale Road to Bell Road, and he was just doing a land study trying to show the land sales and whether they were going up and down or whatever. So, but as you got farther from I-17 going east it was just a natural curve of land sales going down to some

number. I forget the number, probably around \$3-\$4,000 an acre. And, he was very systematic, very thorough. And, what they were trying to do was trying to get a gauge on when is this land going to be ready for development, and so he was predicting off at that time, '74-'75, about fifteen years out that area would start becoming subject to a lot of real estate development. And, later on the property, we'll get to it maybe again, that we had condemned from Kemper Marley and D-C Ranches, when we entered into an agreement with the City of Scottsdale for the T-P-C [Tournament Players Club] and the recreational developments out there, Kemper Marley's heirs they donated a piece of property to the city for where the Scottsdale, it's the country, the clubhouse for the T-P-C, on the golf course in Scottsdale. It's right next door to the C-A-P.

Storey: T-P-C?

Seigal: Yeah. T-P-C. Tournament Players Club. It's a P-G-A [Professional Golfer's Association] acronym I think.

Storey: Go ahead.

Seigal: Anyway, we can regress and give, I guess start now. We're talking about from year '77 to about '81. (Papers shuffling) But, you had a question?

Storey: No, I was just going to remind you that you'd finished the first three years, is all.

Seigal: Okay. And so at that point I was chief of the one branch. I had three fellas working for me, Keith Rogers [spelling?], John Verana [spelling?], and Danny Burgette [spelling?]. And, basically, I still continue with my role of the dealing and relationships with the B-L-M. We were becoming more involved, if you will, to a lot of state lands that we talked about in the deeds of relinquishments. We were handling those, and dealing with, we would deal with the state lessees to extinguish their interests. And, we were doing a lot of work. The geology people were doing studies from Apache Junction to Tucson for ground subsidence. And, because the canal was going to wind up going through some of these zones and they suspected there were some more subsidence zones, but they didn't know where they were. They knew there was a lot down around Eloy and Casa Grande, and east of there. It was very clear they had subsidence zones. But anyway, what I was going to point out is that they had a, the Bureau had a contract with U-S-G-S at the time and they were helping the Bureau do investigations to find out where are these subsidence zones, and how much is it going to subside over the next twenty, thirty, or fifty years. And so, what they were doing we would get them rights of entries and they were going through a lot of state land, usually pretty rural, and they would set off small charges to create a

shock wave and they were able to monitor it. And so, what they were looking for was the geological features under the ground, like how deep is the alluvial fan and where are there rock escarpments or peaks or ridges of rock structures under the ground that you wouldn't know about. I think their theory was that sometimes those things would tend to either accelerate subsidence or create problems. And so, I'm (Storey: Uhm-hmm.) kind of generalizing, but that's what they were doing. What I was trying to get to is that so Keith was having to take care of all of these rights of entries because he had contacts with the state getting rights of entries, and it works really good. So, we were trying to get a handle on what they really did. So, I told Keith one day, I said, "Well, go out there and you know maybe you can take a picture of it and we can show somebody what the investigations are about." And so they'd go out and drill holes and put dynamite in it, or some powder, and set these charges off. So, the theory was they'd dig a hole and put the stuff in there and tamp it down and set off the charge and just got a little poof, a little cloud of dust. And meanwhile, the shock wave would go off and they'd monitor it. Well anyway, Keith goes out there and watches one of them. They set one off and they either made it too shallow, put too much powder in it, or they didn't pack it enough so when the dynamite went off it was just like, all this stuff just, just like an explosion blew out like a volcano and rocks went everywhere. But, a little while later Keith was going down in that area to look at where they had been doing some work and then so he comes on this giant crater in the ground, and what it was is one of these test pits they had overloaded with explosives or whatever. So he was telling me this story. I wasn't with him. He walks down in it and he's kind of standing there looking at it and he hears a vehicle drive up. He can't see it. This hole is about eight or, six to eight foot deep. He couldn't see out of it. He's standing in the bottom of it and he hears a car or something drive up, a door shut and he can tell somebody's walking the hole. So, he's standing in the bottom of the hole and he looked up and this guy walks up. He's kind of like a cowboy, and he's got a gun on his, you know, he's carrying a six-gun. And Keith spoke, he said, "It's like, oh my gosh, you know. I'm going to be dead. I'm here in the hole and the guy's going to shoot me. He's going to cover this hole up and they'll never hear from me." But, he said the guy asked him, he said, "Are you responsible for this?" And Keith had to say well he wasn't but he knew who did it, you know. And the guy got a big chuckle out of it. They kind of missed it didn't they? And, he was the grazing allottee holder for that area. (Laugh) And, so he wasn't really upset but it was a nervous time for Keith, when you look up and you're in the bottom of a hole and you figure this is going to be either a ticked-off landowner and he's standing there with a gun. (Laugh) You know, "I'm a goner."

And this other area down there, Keith and I were checking on some stuff down in that same area and it was kind of interesting, but we had a map with us and we were trying to locate something on the ground. We never really got it right, and we,

and I say we got lost. We didn't get lost. We kind of knew where we were, but we couldn't get the right orientation to find what we were looking for. I forget what it was. It was a fence line on the ground that we weren't expecting. But, in this particular area we were walking around. And this is the only time that it ever happened in my career, one that I got lost like that, or misoriented. But, in about 100 yards of there, walking, Keith and I came across two giant Gila monsters. And, it's the only time I've ever seen a Gila monster in the desert, all the running through the desert I've done. And then we see two of them within a hundred yards in one day. And that particular area, I mean the environmental things that were going on, that happened to be an area there was a zone where there was a higher concentration or opportunity for Gila monsters. I don't why that area, but that's what it was. So, it was an event that Keith and I remember real well. One that we got misoriented and lost, if you will, and then we see these two Gila monsters. (Storey: Uhm-hmm.) But, anyway.

Construction Takes Off

That's, I don't have anything I guess really significant occurred during that time, other than early on construction-wise, I say early on around '72 to '74 there was not many contracts happening very fast that impacted on Real Estate of any substance. But, as time went on, about '74 to '77, by '80, things are starting to catch up now. Everybody, the processes are getting placed, and these construction jobs are coming on pretty fast. And, by '80 we're doing like three and four major construction contracts a year. When I say we, the Bureau. We were having to deliver right of way, rights of way for three to four major sections of the canals on an annual basis. So it was a very fast, at that point things were moving really fast. There had been a goal set. I forget when, but I was chief of this branch from '77 to '81, but in that time frame there was a goal set by the Bureau and the Department, we were tracking, was to deliver water to Phoenix by '85, 1985, and water to Tucson by 1990. And so, obviously for Phoenix that meant everything on the Granite Reef Aqueduct had to be in place to get water here in '85. And, Tucson was then five years later I believe. And then anyway the Bureau met both targets. It got tight at times, but we were, we had construction going on between here and Parker, and from Tucson, from here to Tucson. You had electrical transmission lines that were being built from Boulder City to Davis to Parker, and from Parker to Phoenix. And some more transmission lines down in Pinal in Pima county. I mean, ultimately. So, we had lots of field construction offices scattered different places.

Another one I'll kind of talk on, when Keith and I were working together there, there was a, in Harquahala Valley, we had a place. We owned a field construction office. The guys had picked it out. And, long story short, this fella, a lessee had it

tied up. And so, you could get it if the lessee would give you a consent to allow you to do it. The state would give you a license to do it. So, we're dealing with this lessee's attorney. His name is Bosco [spelling?]. Later we see a cartoon in the paper about Bosco [spelling?]. It's not this guy, but its some, and the cartoon character's name is Bosco [spelling?]. Well, anyway, we met with this guy, or Keith had, and we could not get that guy. He just sandbagged us. He wouldn't, he kept holding us up, holding us up, and what he wanted, he wanted to be paid a bunch of money. And, ultimately went out there and looked at it. And, he wouldn't return phone calls. It was just a pain in the tail. So, we finally got to the construction guys and talked with them and said, "Hey, let's move it over here, maybe a quarter mile a way so we're off this grazing allotment or this lessee's holdings in the state land department." And so we plopped it down in this other location and got a permit from the state and went on. But, this guy Bosco [spelling?] had us corralled. He and I still both remember that guy's name, and then along that time there's a, some kind of cartoon in the paper about some attorney, legal thing something, but it tied to a Bosco [spelling?] (Storey: Uhm-hmm.) which wasn't the same guy, just by chance.

Storey: Would the fact that construction was speeding up mean that there was a change in office staffing?

Seigal: Yes, from when I came in '74, and I don't know what the project staff level was at that time, but gradually through these years the staff member level it kept growing fairly steadily. Not fast, but in a pretty smooth transition, and it ultimately peaked at about 650 employees. About '90, 1992, C-A-P was at 650 employees, and at that time the Bureau came on with a, it was an early-out or a buy-out kind of a thing. You could retire. An incentive to retire was \$15,000. What was it, \$25,000? By the time you got taxes and everything taken out you had about \$15-\$16,000. Well, at that time we had 150 people take that option and leave. You know, like on a Friday we're at 650, come back Monday it's at 500 and there's lots of parking places that are available. And it was literally that way.

Storey: The, how did the Realty Office grow? Or did it?

Growth of the Realty Office

Seigal: Yes. It did. When I first came there was like, I think, eleven or twelve people. In '91, '92, when our project peaked our Realty Division we were at 26 people. I had, we had three branches. There was Appraisal, Acquisition, and Land Management, and the negotiators and whatever relocation we were doing were in the Acquisition Branch. (Storey: Uhm-hmm.) Yeah. You'll stop just a second?

Storey: Sure. (tape paused)

Okay. You were talking about the composition of the office, I think.

Seigal: Oh, at the time I came, eleven people. I don't know how many was on the project. All I know is that it just steadily grew. Bobby Bond was there from, and he left about 1979. And, he left the Bureau and went to WAPA [Western Area Power Administration]. It was kind of interesting. There was a personnel management study kind of thing went on, looking across the project and all the positions, but the kind of upshot it was they wanted to, Bobby was a GS-14 and they wanted to knock his grade back to a thirteen, and so he had a deal cut so he went off to WAPA and, left rather than taking a cut in pay, or grade, and he got a promotion to a GS-15 in going. And so the, at that point then the chief, the position of the Chief Realty Officer on A-P-O [Arizona Project Office] was set at a GS-13.

Storey: You said Bobby Bond, or Vaughn?

Seigal: Bond. It's B.

Storey: B-O-N-D. Okay.

Seigal: I'm sorry. Anyhow, so that was kind of a rough time. We were into the, construction was going on. Of course then '79 that's got to be kind of at the end of the Carter administration. I don't think that had anything to do with it, but things were ratcheting up pretty fast. And you know, in retrospect I look back is, the Bureau tended to be lower graded on its grades versus other agencies, and I'll speak from the Real Estate standpoint. WAPA set up a job as their Chief Realty Officer, which Bobby went to and he got a GS-15, and I'm sure he deserved it. Then the Bureau, the project operated and functioned just like a Regional Office which tended to create some friction through the years. But it was big enough and enough responsibility. It operated like any other Regional Office would be. In fact, they had more people in the project than they did in the Region, for whatever that's worth. And so, it was graded accordingly. So, the Chief Realty Officer in the project, Bond, was well he was a fourteen but the guy in the Region was a thirteen, which was Bowser. But, what I was trying to say is that the Bureau tended, at least in the Real Estate, and maybe other grades, they tend to hold the grades back. I know my counterparts, when I was on the project at the time I was a thirteen as Chief Realty Officer. Similar positions in the National Park Service were GS-14s. A Chief Realty Officer for a Region would be a GS-14. And so, I, it always kind of a, I shouldn't say a source of annoyance but it always kind of at times kind of bother you know. But the Bureau would never change its strategy, its position. They just, they held to that. And

WAPA, of course, was formed by taking a lot of the things that the Bureau had, i.e. the electrical power system. WAPA, all they took was the electrical power distribution system and they're sitting here at these higher, from our perspective, a much higher graded positions and didn't have any more responsibility or more any difficult work than what we had. And, we're setting at a lower grade. So. (Storey: Uhm-hmm.) I guess the grass is always greener on the other side of the fence, maybe.

Storey: Well, yeah. The Park Service is always notoriously low graded too.

Seigal: It depends. Rangers, I know, are pretty low graded. They were. But, for a realty staff they had an excellent real estate program. It wasn't any better than the Bureau's. I mean, they didn't have to deal with construction, you know, and delivery like within the Bureau in the construction part where you're buying because you're going to build, and there's a bulldozer right behind you coming pretty fast.

Storey: Well, did the creation of Western have any other effect on Reclamation that you saw?

Impact of Western Area Power Administration

Seigal: I, not a lot for me that I recall other than just some of the relationships like that. It, I suspect that things were a little tenacious at times for taking an element of that part of the substance of our organization away and creating another group. But as far, at least from my perspective, I didn't see a whole lot of difference in what I was doing and who I worked with.

Storey: Did any of the Lands people go over to Western?

Seigal: A little while later we had three people.

Storey: Besides Bobby?

Seigal: Yeah. A gentlemen in our group, Roy Watson, left. He worked in our Lands group. He left and got a raise to a GS-12 to go to WAPA, which is the local office here. The work, I mean I'd swear on a stack of bibles, their work was not any more difficult than the Bureau's. He just got out of one chair and went to the next one and basically did the same thing. Instead of buying land for a canal, he was buying land for a power line. (Storey: Uhm-hmm.) And, but anyway Roy was a good negotiator. John DeCenso had retired, I guess in 19—, probably '80, somewhere in there, he retired and then went to working on contract for WAPA, and for Bobby Bond. DeCenso was one of the best negotiators of real estate acquisition I have ever seen. I still talk with

John. He is a very quiet kind of humble guy, very pleasant, but I would love to, and I've told him, I'd love to go with him and hide in his briefcase while he negotiated the deals because he would come back with contracts signed at appraisal. He had a knack or a way. I would like to find a way to download that process, or whatever he does or did to be as effective as he was at negotiations. And, he wasn't a pushy kind of person or, you know, he didn't—he's just a very down-to-earth kind of guy. But, you know, he was just extremely good at negotiating. And I've never, never seen a better one before or since. (Storey: Hmm.) I just haven't.

Conflicts During Construction

Then I was going to talk a little about some of the kind of issues, maybe that were a source of conflict for us on a functional level. As they got into construction on what was Reach Ten we were crossing the I-17 north of town. And, I think it was the first major crossing we had of the freeway system. And so the engineers, as they got started into it, I think they had approached it that they were just going to shut down one lane of the traffic or one side of the traffic, build a bridge, then move the traffic and build the other half of the bridge. Well anyhow, ADOT [Arizona Department of Transportation] would not go along with it. When they ultimately got to it, ADOT made the Bureau do a detour of, I think, both lanes around the bridge and then we had to dig the hole and build the bridge and then put the traffic back on the bridge. But what happened is that the contract had been awarded to build the system. We still didn't have the permit from ADOT for these relocations, which turned out to be a first-class detour. I mean, the traffic would still go through there at sixty miles and hour on the detour. They didn't slow up. It forced the Bureau of having to go buy additional rights of way to accommodate these detours, because you couldn't do all the detours within the existing highway right of way. So here the contract has been awarded. Contractor's ready to start. Presto. Bang. We gotta go. And the first thing they do is relocate that freeway before they start the bridge. And so, it caught us really short and I think DeCenso had to, we got the appraisals done quick and he got on the plane and went to Minnesota, Milwaukee or wherever, and the goal was to go away and when you come back you had a signed contract with you. If you didn't sign the contract then we're going to have to file a condemnation that's probably going to take another month or a month and a half to pull that off. And so anyway John came back with all of them signed.

Then another time we had a scenario like that, and it was right after I got to be the Chief of the Division, on Salt-Gila Reach One. The contract had been awarded and that's the reach we had started buying on in the early '70s. And here it is ten years later, they reached the point to build it and the specs were all done in Denver, and they awarded the contract, and the construction engineer comes to me. They

didn't know it til they got the specs back, but they had the same kind of problem of wherever the bridges that had to be built out there on University and Apache and Quizman [spelling?], the different roads, at every bridge site an O&M road had to kind of bell out and kind of come up to grade of the road in order to, because they didn't keep going under the canal and under the bridge with the road. So we had, at each road crossing, we had little pieces that we had to buy. And so they had to hold the contractor up. And so what they did is they made some deal with the contractor, let him work on some other areas while we got these pieces that they needed for the road relocations. (Storey: Uhm-hmm.) So it really caught us off guard and those are about the only two that really caused some difficulty. It was fairly early on. And it's just a systemic of the lack of coordination that was happening. You had the Denver designers moving things and doing the plans and nobody at the field level, either in Real Estate or the Field Engineers, knowing that they had moved it or done this. And then when the specs came out they didn't look at it too close, and then presto. Now you got a problem. The contractor wants to charge them, you know, downtime if they can't start. So it creates some difficulties.

The other one we had in Salt-Gila One, we had quite a few families that had to be relocated out there, and it was around thirty to forty as I recall. And, they were pretty much done between '73 and '77. That was before Harlan left. He left the Bureau, he was a GS-12 Supervisory Specialist who went to work for the Park Service in Seattle, Washington. And as time went on Harlan became the Chief of the Real Estate, or got a thirteen in that office in Seattle and then sometime later Harlan went to Santa Fe, New Mexico and was the Chief Realty Officer for the Park Service out of Santa Fe, and was a GS-14. And, he retired from there. But, what I was going to say is that we had to relocate quite a few families, and that was Harlan's job. We would buy the real estate, and they were occupied. The individuals, you buy the real estate, pay them for it, and then you have to assist them to move to another house, either where they're a tenant or a homeowner. This one was a little lady. Her name was Mrs. Burton, and I'll always remember that one. I didn't even need to look at notes to get her. But, I remember I went out there with Harlan. He was doing the work. But, this little lady had a small little house. It was like \$8-\$10,000. It wasn't much money. It wasn't worth much. And, there wasn't any real place to move her. She was kind of by herself. She was elderly, and the neighbors kind of watched after her. They kind of adopted her as "mom," if you will. And they took her to doctors and got her groceries and things like that. Well, anyway, so Harlan worked a deal in there, there was a land owner that had a fairly large lot and we had bought the back of his lot for the canal, or part of it. And so he still had a large lot. And so he worked out a deal with that lot owner to allow, to sell a little piece of the back of this lot next to the canal to Mrs. Burton, and then he worked out an arrangement with, we had to pay some additional money to get her a, they built a little house, a little one-bedroom

house was built on this substandard size lot. Harlan had to go through the thing to get variances. He got the variances, the planning and zoning, and worked the deal with the landowner to sell this little piece of real estate. And they had to survey it and describe it, and she got a warranty deed, and had her house built. So it kept her right there, virtually right in the exact same neighborhood she was, next to these people that had been watching for her anyhow.

And so, those are kind of the things about acquisition and relocation. You can, you get involved with some of these people, the people issues and you got to help find some solutions. You just can't, you know, put them on a skid and haul them away. (Storey: Uhm-hmm.) And so it gets to be a challenge. It gets to be fun. It's awful rewarding. So anyway, she had a nice little one-bedroom small house, but it was brand new and so she was right in the same neighborhood, and she was happy. But, early on she was kind of frustrated but Harlan, I remember him working on it, he kind of took, he took all the flack with the builder. It was like a, oh, a modular kind of home. But he basically functioned as her agent to get them to do things that needed to be done right. She couldn't deal with it, you know, obviously. (Storey: Yeah.) And it was, so she had all the trust in Harlan and he kind of took it to heart and did a good job. And so it's, those are the kind of things you remember later on. So, but it was a lot of fun, a lot of activity. (Storey: Uhm-hmm.)

Okay, so we're about up to 1981.

Storey: Okay.

Project Managers

Seigal: Oh, as far as, probably I'll talk a minute on attorneys. When I came to the project the project manager was Cliff Pugh. The next one in succession would have been Dick Shunick and then Edward Hallenbeck and then Bob Towles. Bob Towles had been in the construction side of the Bureau as a Construction Engineer, but he came in as project manager. And after Bob Towles it was Dennis Schroeder.¹⁷ Schroeder had come out of construction stuff out of the Dakotas and out of the E&R Center. And then after Schroeder, when he left, Tom Burbee was Project Manager for a short period of time before he retired. So those were the five I worked for, (Storey: Uhm-hmm.) in one way or other. And, Pugh had been around for years and years and years. As a young engineer he worked on Imperial Dam and Reservoir. I remember

17. Dennis Schroeder participated in Reclamation's oral history program. See, Dennis Schroeder, *Oral History Interviews*, Transcript of tape-recorded Bureau of Reclamation Oral History Interviews conducted by Brit Allan Storey, Senior Historian, Bureau of Reclamation, Phoenix, Arizona in 1996 and 1997, edited and Desk-top Published by Andrew H. Gahan, 2013, www.usbr.gov/history/oralhist.html.

seeing some drawings where it was C-A-P, that was kind of another little acronym. It was Clifford A. Pugh, and so his initials were always the same as the initials for C-A-P. (Laugh) And he would always remind people of that. But, I remember seeing his initials on some drawings for right of way acquisition lands that were acquired for Imperial Reservoir, and it was C-A-P. He was a young engineer out of college, (Storey: Yeah.) and he worked on Imperial. And they were all, they were all great. They were all different as daylight and dark. It was just, it was amazing. Shunick I think had worked in Yuma for a while, but he came out of Washington. He was a real polished kind of guy. He was probably very politically astute. He did a, he would meet with the top people wherever and would have come over more as maybe as a business man as opposed to an engineer. (Storey: Uhm-hmm.)

END SIDE A, TAPE 2. DECEMBER 18, 2003.

BEGIN SIDE B, TAPE 2. DECEMBER 18, 2003.

Seigal: Well, Dick Shunick . . .

Storey: More like a business man.

Seigal: Dick came over as more like a really polished, high-powered businessman. After Shunick left, Ed Hallenbeck came in. I had worked with Ed Hallenbeck. He was the engineer, electrical engineer, in the branch in Boulder City when I was a draftsman. I remembered him from there. And Ed was a electrical engineer. He had been Project Manager in Yuma. He was a pretty laid-back kind of guy, but he had full trust, faith, and confidence in his staff, and that was how he managed. I mean, I know he made decisions that he had to obviously make his own but he was extremely reliant on his staff in his expectations. So, if you needed to do something you could go to Ed and the person bringing the bad news didn't get killed. He listened and, but you you, I don't know. It just kind of inspired you to make sure that when you had to go to Ed with something you had it, you had the facts, the whole thing, and you could lay it out. And, it was nice working for Ed. And like I say, they were all different in their own way, and they had some similarities, but they were so, it's amazing to look back, how different they were but they were all extremely effective.

Bob Towles, he came out of the construction engineering side. I think he came out of a project in Texas, and he had been around a long time. He had a long career with Reclamation. And Bob was, again he was kind of a laid-back kind of fella, real easy to be around, talk to. Everybody liked Bob. If you didn't like Bob there was something wrong with you. He's real pleasant to be with, but he was very thorough and meticulous about keeping track of things. And after Bob Towles, Dennis Schroeder came in.

So, and during, I was Chief of Real Estate when Ed Hallenback was there, when Bob Towles was there, and under Dennis Schroeder. Schroeder came from the construction side, and he was a real quite kind of guy, but he again was the type is that, if was my feeling and some people had told me he said, "You know, if you do your job with Dennis, and you don't want to pull any punches, you better, if you get asked a question you want to tell the truth. Whatever the truth is, say the truth. Don't make something up or you'd lose his confidence." And that's kind of human nature, I guess. But, we went through some tough things in some employee relationships, but Dennis was just like a Rock of Gibraltar, I felt like. I enjoyed working with, enjoyed working with all of them. I probably got closer and more acquainted with Dennis because of some things we had to go through. But I was going to say, in terms of another thing, as we were doing stuff, I know when Towles was there he didn't, he, I, on New Waddell and Roosevelt [dams] I had a map in the office. So, anytime I had an issue about Waddell and had to go see Bob Towles, I'd carry this big map with me, because we'd use it to talk about. So, it got kind of ragged and beat up after a few years. And Towles was always giving me a bad time about, "Oh gosh, we must have a problem. Here comes Stan with his New Waddell map." But, it served a purpose to kind of focus on things in real estate ownership, you know. It was kind of fun.

And then for a short period I worked for Tom Burbee. He, after Schroeder left, and I was there a little while before I transferred and left. But, I worked for Burbee for a while. And Tom and I carpoled for about, gosh, thirteen, fourteen years.

And, what else? Okay. Organization. We dealt with the Project Construction Engineers.

Storey: How did you come to be the head of the Realty function?

Head of the Realty Division

Seigal: Okay. That brings us to 1981. (Laugh) There was a fella, when Bobby left, Bobby Bond, a gentleman came in from the Corp of Engineers. His name was Don Campbell. I had still, when he got hired in '79 I guess, I was still kind of green, didn't have a lot of experience but by the time '81 came I had been in real estate a pretty good while. But, I think back to some of the, my earlier days when I got on the project where I had kind of bonded or got acquainted with a lot of the construction guys, the field guys, and even up to and including the Construction Engineer. I think what happened, in the Bureau, at time of construction, everything revolves around delivering the product to build it. Whatever it was they were building, everybody's got to get their ducks lines up to do what they need to do so the thing gets built and started. And, I had a good record of doing things that they needed on these material

site permits, and different rights of way that we needed. And, some of the quick things were where somebody had made a mistake and we had to go get it like now, because they didn't want to hold the contractor up. And so I just, and I liked that work with the guys. It's kind of like a, the construction thing is kind of like a big giant, I guess, Tonka truck factory or whatever. You got all this machinery, equipment, and things are getting built. But I just had a good, real working relationship and I think a lot trust had built up between me and these guys, and they were also supportive when the thing came open in that time that they felt comfortable, and I was working for Dess Chappelle.

Dess Chappelle, I remember Dess from when I started the Bureau in Amarillo. It's like these people keep showing up, you know. (Storey: Uhm-hmm.) I didn't really know Dess, I just knew who he was, but Dess came out of Washington. He'd been there quite a few years. He was the kind of guy kind of like the gentleman senior guy in the place. He was kind of the go-to guy if you needed to know something Dess could help you out or point you in the right way and he had a knack of putting oil on troubled waters. And, everybody respected Dess and so he just, he helped a lot of people to smooth things out and help make things easier for you to get done whatever if you have some difficulty.

And the other one is my old boss Curt Bowser, at that time in '81. He was getting ready to retire. And he was supportive of me getting promoted to the job and he had been down and talked to Ed Hellen—because Ed was the Project Manager at the time. And I know he had talked with Hallenbeck, and had some discussion about my ability and whatever, and had gave me a good recommendation and encouraged Ed to hire me. It worked and it was kind of nice to, you know, be on the project that long and kind of progress through it. And, at that point you knew a lot, you know a lot of the people and I had worked with a lot of field people. The field people being ones who probably never come to the office very much. They were out in the [laboratory?] or out on the alignment digging holes in the ground. So, it was pretty rewarding. And, so I enjoyed it very much.

So, we're in 1981.

Storey: Was that when Bobby left?

Seigal: Bobby had left when . . .

Storey: No. That was when Dess left?

Seigal: Dess left a few years later. I forget how long, because I was Chief of the Division

and I worked for Dess for a number of years before he retired.

Storey: Oh. Okay.

Seigal: As the Chief of Real Estate.

Storey: Who left and left that job open?

Seigal: The job was—Bobby was there from until 19—about '79. He left and went to WAPA, and then the job was advertised and a fella named Don Campbell came from the Corp of Engineers, and he was there about two and a half years or so. And he went back to the Corp of Engineers in Portland, Oregon.

Storey: Oh. Okay.

Seigal: And so I was then Chief of the Division from 1981 until 1997, when I left and transferred to Denver and took the job that Rick Winkle [spelling?] had. He had retired and six months later they hired me and I moved to Denver.

So. Let's see. Can we take a break just a second?

Storey: Sure. (tape paused)

Salt River Project

Seigal: Well I want to talk about here is kind of the relationships and categories that I wanted to talk about is, with the United States Attorney's Office, Office of the Field Solicitor with the Bureau of Land Management, State Land Department a little bit, and probably more particularly the relationship of the Bureau of Reclamation with S-R-P, would be the Salt River Project, and the Tonto National Forest. And, I'll deal with that one first.

Through the years Reclamation, well Salt River had been operating maintaining systems in the Tonto National Forest since the project was built. And so, in '78, '79 the Bureau was fast coming down the track to build and do things at Roosevelt [Dam], going to raise Roosevelt, do things at Stewart Mountain, and at Bartlett [dams]. And there had been a lot of conflict between primarily in the Forest Service and S-R-P over S-R-P system things and things they wanted to do in the forest the Forest Service took issue with. And, we were starting to get involved in things that were coming with C-A-P to have to be built in the forest, then was Salt-Gila Pumping Plant. Anyway, what I want to point out is that Bobby, before Bobby Bond left, they

entered into an agreement that was referred to and still is as the Tri-Party Agreement. And, that's an agreement that was put into place with a lot of work, and Bobby was the primary developer of it. It was with the Bureau of Reclamation, it would be the Regional Director's Office had to sign it, the Forest Supervisor's office here, and the General Manager for S-R-P. And what that did, it just basically set out the relationships and responsibilities of what the Forest Service's role and responsibility was, the role of S-R-P and also of the Bureau of Reclamation. And, kind of behind the S-R-P role and responsibility was the requirement or the need of the United States that S-R-P operate and maintain the systems out there.

The conflict was in terms of like when S-R-P needed to do something it might have to build a road or they would go out beyond the area that maybe the Forest Service thought they needed to be going to work on something. You had project housing at Roosevelt, and it was always a sore point with the Forest Service that this S-R-P water user entity had these houses up there that these employees would stay at. And they had them down at Stewart Mountain Dam. I think they finally got rid of them at Stewart Mountain Dam. So, they developed some areas around the dam, like a footprint, called a primary area of jurisdiction and they pretty much would circle the dam and the structures and facilities. It didn't include the lake per se, but, other than right at the dam. And so those were kind of a zone that they be a primary area of jurisdiction that S-R-P or the United States they pretty much did what they needed to do. It set up some ways for mutual coordination, for the Forest Service as well. And, that was put into place in '79, I believe, just before Bobby left.

And so, from that there was a requirement for an annual meeting every year, and they still have them. They got to where they're less so involved now because there's not as, not that level of construction going on. But from in the '85 to '95 there was a lot of construction going on at Roosevelt, and so it forced the parties to put all their cards on the table. Here's what we're doing. It would impact Forest Service facilities sometimes. And so, they were trying to work with us. But, they very seldom had much budget. There was a lot of jealousy at that time. The Bureau of Reclamation in one year, on C-A-P at Roosevelt, would probably have more money to spend than those guys had ever had in their whole career from the Forest Service funding. I mean I may be stretching a little bit, but that would be the kind of the disparity. So, they see us show up and doing all these things and having all this money, and the Forest Service was got to be where they were very good about using the system. In other words that, "If you're going to do something with this, it messes up our water system and so you've got to fix it." (Laugh) And they were very creative at it. They were our resource manager and they tend to, you know, look at things in a very finite, a very focused finite way and I think rightly so. And then the Bureau is used to looking at a, probably a bigger picture and not as detailed on, "How

are we going to build this dam?" and "How are we going to move this road?" and they're not worrying about some of the little what they might call small things, but the small things to us were big things to the Forest Service managers who had to stay when we're gone. (Storey: Uhm-hmm.) And so that was a real milestone event because there was a, before that got put in place there was a lot of difficulty and it was the players were not coming together. And, when you have two agents of the federal government that don't agree, I mean, you don't go to court and fix it. There's no court for that. And, so it was extremely important event and very useful.

Storey: Now, were you involved in the negotiations?

Seigal: No. I wasn't.

Storey: Or, you just had to live by it?

Seigal: We had to live by it, and Bobby—it was, it's not a very lengthy document. It's maybe two or three pages, but it was very effective at forcing the coordination and cooperation, and opening a dialog of construction and planning horizons of what's coming on and what you're doing. But anyway, so it worked. It got things working pretty good. (Storey: Hmm.)

Working with the Attorney General's Office

The other relationships, talk a little bit about. With the U.S. Attorney's Office through my whole career there, even before I got there, all the properties that we would have to acquire for condemnation we got to deal with the Department of Justice. And, they were handling the condemnations. And, we worked with two offices. One was here in Phoenix. The U.S. Attorney during most of that time was Dick Alleman [spelling?], and the U.S. Attorney's Office had to file all these condemnations. So, process-wise appraisal would be done, a Request for Condemnation would be prepared, and then it goes to the Solicitor's Office, which they had a Field Solicitor's Office here, and then they would prepare some paperwork. It'd go off to the Department of Justice in D-C and they would prepare an order that would come back to the U.S. Attorney, who would take it and file it in Federal District Court. It basically effected getting United States got that piece of land and deposited this amount of money into the court registry for the landowner to take. And, the only thing left then is how much is it going to take to solve the case, meaning how much more, if any, will the landowner get either in the negotiated settlement or if we have a trial? And so, we had an excellent working relationship here locally with Dick Alleman, U.S. Attorney, and also with the main Justice in D-C. Most of it was with a lady named Virginia Butler. And, the, with the relationship

with the Field Solicitor's Office all of the transactions as we bought land and get preliminary title opinions on each individual parcel the Filed Solicitor's Office is required to write a title opinion. It's like a, almost like an abstract. But, the attorney would have to sign that we have legitimate title, and it's clear, and there's no liens. And, we had about 4,000 of those that went through the Field Solicitor's Office that we, as we bought land. And, they were there in terms if we had any other conflicts for legal kind of issues, or anybody who sued us. Occasionally we had people they would file a tort claim because of some accident in the field, or they alleged that we took their land without paying them. And so the Solicitor's Office was our legal representative, our attorneys. I'll go more on the Justice one when we get into some of the acquisitions.

The other, with the State Land Department, the relationship was very, I guess, loose-knit in a sense in terms of our responsibility, but the spirit of cooperation was there. Every time we needed anything the Land Department was very cooperative. We would do what they needed. As we had to condemn land or file condemnations, and we did some of that, we would share with them our appraisal, informally with the support of the U.S. Attorney. And so when the condemnation showed up at Federal District Court the State would sign the stipulation and it would be settled, and they would accept the compensation that we had arrived at from our appraisal. We never had a problem with that. It always worked. It always worked. We had one problem later on with the Del Bock [spelling?] Substation, and we'll talk a bit a little later on that one.

The B-L-M relationship, there was a national kind of agreement, and then a local one between the B-L-M and the Regional Office. The relationship with the B-L-M was always good. We, they were very cooperative, and I think a lot of it, these things, it's always the people. It's the people, the people, the people, the people, in terms of just, you know, going, being full, coming full forward and putting your cards on the table and try to treat people decent. And see, B-L-M had their niche in the things and things that they had to do, and so did the Bureau. And sometimes they can be at conflicts or at odds, and the two entities, the people have to find a resolution of it. Generally if you have a conflict, when it goes up the flag pole to get fixed nobody gets happy. (Laugh) So, we always felt like the best deal is to fix it at your level, at the project level, with the District Office if there was any kind of issue. And, it always worked. (Storey: Uhm-hmm.)

Okay. (papers shuffling) What else?

Storey: Did it always go smoothly with Justice in the Solicitor's Office?

Seigal: (sigh) Yeah.

Storey: Ever have any problems with them? Were they ever tardy?

Seigal: No, they, as far, all the activities—I can never remember a real problem of a disagreement per se. I mean, and timely delivery of the product. Sometimes it might not be when you really wanted it, but it's not like we didn't have a little wiggle time. (Storey: Uhm-hmm.) They didn't hold up the project. They was, they were supportive of it. And, in fact, at the end of my role as Chief Realty Officer, before I went to Denver, I had gotten together a plaque and, with the support of the Project Manager and the Region, they came down. We brought in the Department of Justice representative here in the office. Well, Dick Alleman [spelling?] was gone, but they had another person come out. Dick came out, and Sue Kline [spelling?], she was then the attorney, and we had the Field Solicitor come out and we gave them both a plaque expressing our, the appreciation for not just from the Real Estate but, while that was a lot of their work, their role helped us meet those deadlines of "Water to Phoenix in '85;" "Water to Tucson in '90." I mean, without their support and getting things done we wouldn't have been there. It was just one of the cogs in the wheel. (Storey: Uhm-hmm.) And, it was important to me because I had a good relationship with them and knew them and enjoyed working with them.

Maybe I could talk a little, should talk a little bit about condemnations?

Storey: Okay.

Condemnations

Seigal: Project wise, we probably, over the history of the project, filed around the neighborhood of about 300 condemnations, roughly about ten percent of the parcels. We had about 4,000 total, so you're talking three to four hundred parcels that we had to condemn and, which got us title, got possession. And of that three to four hundred parcels we settled probably all but fifty or sixty, meaning, settle meaning that we didn't have to go to court and have a trial, reached an agreement on price, and they were paid, and the litigation stopped. The other fifty, sixty we wound up in having a trial in court before a judge, sometimes before a jury. And so, early on a lot of mine was with Dick Alleman [spelling?], because he was the U.S. Attorney. And the attorneys were all the same way. They were the trial attorneys. The ones I'd worked with was Dick Alleman [spelling?] here, later with Sue Kline [spelling?]. She took his job when he retired. And, we had some attorneys out of main Justice in D-C that came out. They did some work in Tucson. But, I'll talk about Dick for a minute.

He, I think the guy had a photographic memory, and they all prepared for trial differently. Dick didn't involve you in his trial preparation but when you'd come down to do stuff he'd ask questions and get answers. But, he would always be uptight around trial, be nervous, and so you just, you didn't call him or you didn't ask him nothing. You waited, and if he wanted something he'd call you. But, we would be in the trial, in the courtroom with him, and to assist him if he needed anything. But, he's a very effective trial attorney. He didn't, his cases, he didn't put on a long case. They were generally fairly short, and focused. He didn't use a lot of witnesses. He was very careful about the witnesses he picked. And we, and his cases, he must have tried twenty-five or thirty cases that I know of, and we never lost. And, in the Justice Department the way they measure whether you won or whether you lost is if the government's position on value is \$1 million dollars and the landowner's estimate of value is \$2 million, if the jury awards \$1.5 million or more you lost. And, we never lost with Dick. And I say lost—and I don't remember anybody getting more than several thousand dollars. We had a lot of cases that were awarded at our testimony of value. And, we had one or two that the jury awarded less than our testimony. They basically made a mistake. They heard some other number, and the judge corrected that, and basically had to pay the landowner what our testimony value was. Where was I going with that?

Oh, I know what it was. In a condemnation trial for the government, the government is at a very serious disadvantage, however, its got lots of resources. What happens in a trial, you show up and the government is at a disadvantage because one, they're the federal government; two, they've condemned some man or individual or a family's property and they know there's this disagreement over value and so they distrust the government's value; and then the trial is conducted so that the landowner gets to put on their case first. So, all they heard is bad about the government and then the landowner and their attorney puts on their case and now you're just in a big deep giant hole, because they haven't heard your case. They've heard all the good things about the landowner and occasionally some landowners would be put on as a witness. They'd never get to say much other than its their property, and they might say about what they think its worth and why, but they're not an expert witness in value, or as a witness as a valuation expert. But, they can be very very effective, or very persuasive, if the jury has sympathy to them. Anyway, in all the cases I enjoyed the trial preparation and going to trial with all of them, and Dick just did an outstanding job. And then he had retired and I had several I did with Sue Kline [spelling?].

Sue was a fairly young lady, and she was, in her way, effective in court and it's always interesting to me how different the attorneys were in as far as their preparation and their presentation. And so I, we had a couple of trials and I noticed that she was

really generally very soft-spoken, and but I'd noticed that whenever she raised her voice just a little bit or she'd get a little bit of anger because of what some other attorney's doing would start to kind of speak out. A lot of times the jury, especially the women, would tend to kind of straighten up, or you could see them lean forward. They're listening to what she'd say. And I told her, I said, I told her. I says, "Sue," I said, "When you raise your voice the least little bit the women always just perk right up." And anyway, she was an effective trial attorney. We had one trial case in Tucson that I always remembered. It was over electrical transmission line taking. And so, the other attorney was a guy named Stubbs [spelling?], he was a very well attorney in Pima County, and very effective. But, the argument was over E-M-F, electro magnetic fields. There's, there was always discussion like E-M-F would give you cancer.

Storey: The view that they caused cancer?

Seigal: That they caused cancer. And, that was their case. And so she, what, they put on their case and Sue had a witness from, the guy was head of electrical engineering from University of Washington. And, I remember when I was a kid there used to be a show on T-V called Mr. Wizard and he did scientific experiments, and it was directed for kids. (Storey: Uhm-hmm.) And, so this professor of engineering he was really a very likable kind of person. So he gives, our position was this E-M-F it can be measured. You can't see it. You can't feel it. You can't taste it. You don't even know its there. But they got electrical instruments that can measure whatever this is. And so, what he did is in the courtroom he did a couple little experiments for them. And one of them was, he had this meter that reads E-M-F. And so the jury sat in the courtroom and he walks over and he puts this thing on the desk right in front of the jury in the courtroom and they get up and they see the reading. I forget what the number in ohms or however it reads. Whatever that number was, they're sitting under these lights and its coming from the lights in the ceiling. And his approach was, "Okay," he says, "You can't feel it. You don't see it. You don't hear it. But this meter is telling you what the E-M-F is coming off of it, and here is the number." And, they got up and looked at it. And so his position was he said, he went there in the field where these power lines are and walks them under with this same meter, and the number is, its another number and its like half, or a lot lower. And so his theory was, its all around you all the time and these power lines are not exposing, they're exposing you to less than what's happening in your home. And they, he did a couple of experiments like that and they were very effective for a jury. And in that, and we won. I mean the jury awarded this guy a little bit more than our appraisal but not a lot.

The other thing about that case, I want to point out, the guy's name was Jack

Schaefer [spelling?], was the owner. I met him, I never met him until we got to the trial. He had worked for the Tucson Daily Star and the guy was a photographer, or had been. And he had a, there was an explosion or a lightening storm and the guy had been burned really bad. Well anyway, during the course of the trial the jury leaves. I kind of got to talking to the guy, and so we kind of got to be friends of sort, that we could talk and had some common interest because I like photography and got to talking to him. I had worked at a newspaper years ago when I was in high school. And so we had a really good kind of a talking relationship. Eventually he brought in me this book he'd done a collection of photographs. He'd been a photographer, news photographer, for years down there. He had photographs of movie stars and just, you name it he had it. And he autographed it for me. He wanted to give it to me. I said, "No, I can't do that. I got to pay you for it." So, I paid him and he took it. But, the attorney, his attorney that was representing him he didn't like it. Because we were setting there talking one day at break and he, I realized there's somebody beside, behind me and I turned around and here's his attorney kind of snarling at me, like he really was pissed off. We'll wipe that out, but anyway I just told him, I said, "Don't worry," and I forget his name, " We're not talking about the case. We're talking about stuff that we like." (Laugh) You know. And, it was really interesting. But I enjoyed meeting that guy, and I wished I could have met him in a different circumstance, but (Storey: Yeah.) the point was the effectiveness of the attorney. She was extremely effective. And, if we have time on tape the other attorney I want to talk about is a guy named Mike Baker, and some other trials that we had.

Storey: Let me, we've used up two hours and we're almost out of tape. So, let's talk about Mr. Baker next time, if we could? And, what I'd like to ask you now is if you're willing for the information on these tapes and the resulting transcripts to be used by researchers?

Seigal: Sure.

Storey: Great. Thank you.

END SIDE B, TAPE 2. DECEMBER 18, 2003.

BEGIN SIDE A, TAPE 1. MARCH 17,2004.

Storey: This is Brit Allan Storey, Senior Historian with the Bureau of Reclamation interviewing Stanley Seigal on March 17, 2004 in his offices in the City of Scottsdale's . . .

Seigal: Capital Project Improvements.

Storey: Capital Projects Improvement's Office in Scottsdale, Arizona. This is tape one. And, it's about one o'clock in the afternoon.

[Where] were we last time?

Seigal: Well, I think we stopped somewhere in the middle of C-A-P [Central Arizona Project] construction program on the aqueduct system, and I thought I would just kind of pick up and go through a series of some of the, just events on various features of the project.

Storey: Okay.

Seigal: Will pretty much get us to the end, I think, and if you have any questions for clarification well just be sure and say something. Okay. You ready?

Storey: Yeah.

Project Facilities

Seigal: I'll start, I wanted to kind of relay a story. It was on the aqueduct system. We were getting ready to build the Salt-Gila Pumping Plant which is on the, it's the terminus of the Granite Reef Aqueduct and start of the Salt-Gila Aqueduct, and is out near Granite Reef Diversion Dam of the Salt River Project system. Anyway, I was out there and we got word there was somebody trespassing on some land that we had withdrawn, and it was in the area of the pumping plant site. So, I get in a car and I think I went out, that day I went out by myself for some reason I think. And so I get into the area where this pump plant's going to be and they're getting ready to drill some holes to take geology and set off charges and stuff like that, and I meet this fella. Its called, he referred to his name, I know his name now, but it was called the Lost Pollock Mining Association, and this fella had a kind of a mining claim of sorts. And so he was using as the basis that he lived out there. And so he was like, supposedly he had this mining claim and he was protecting it from claim jumpers and all that. And, basically, its illegal if they don't have a valid claim or minerals they have to, they got to leave. Well, anyway, I go to meet this fella, introduce myself, and he's a crusty old character and he's carrying a .45 on his hip. And it turned out he was a pretty pleasant old guy. And so I had to tell him that I'm with the government and the Bureau of Reclamation, that we had this pending construction, and he was really going to have to move. And, he grumbled for a while, and it turns out I don't think he had any kind of validity for a claim but it's, you bump into these kind of people in rural desert areas you never know how they're going to come off or how they're going to take you. But, it was interesting. There was this, called the Lost

Pollock Mining Association and right in the middle of our pumping plant-to-be. So anyway, long story short, the gentleman he finally, a few days later, a week or so, he finally moved off and went someplace else and never knew what happened to the man. But, it was kind of an interesting experience.

I wanted to relate another story. Early on when I first came I was doing a lot of work on the Bureau of Land Management lands, which were basically west of Phoenix. And, we had one project, one element of the project was called the Burnt Mountain Tunnel and we were going to drill a tunnel through this mountain for the aqueduct. Its about fifty miles west of Phoenix, and there's a large state highway rest area right there next to the Burnt Mountain, Burnt Mountain which is just a mountain. And it overlooks right on the side of the ridge and the hill where you, where our canal was going to come through. We were basically going to cut off a big trench along the side of the foothill, the foot of this mountain, for the canal. Anyway, I thought, well that might kind of get some attention in the public sector and so I approached a fella with highway department. His name was Leroy Brady [spelling?]. And he, he's still with the state by the way, and he's responsible for doing all the landscaping and design on the state highway system, and they had designed and constructed all of these rest areas that you use in the state. But anyway, Burnt Mountain Tunnel was going to come under construction so I approached him about letting us put an exhibit in the rest area. They had a nice kind of, their own kind of exhibits, a design, metal framed. So, he worked out an arrangement with me, and we got a permit, and he was very helpful, and allowed us to put this C-A-P construction about the, public information kind of thing, and the construction that was going to happen, and what was going to happen with Burnt Mountain here. So, that when they saw the bulldozers rolling on the side of that mountain they'd have some concept about what was going on, and hopefully not become a problem and have complaints. And, we never did, but I can't necessarily attribute it to the sign board we put up, but other than it was informative for them.

And, at that time that particular rest area, and I didn't realize it, I was familiar with one called Sunset Point which is on Black, I-17 going from Phoenix to Flagstaff. And, its maybe fifty miles north of Phoenix. But Sunset Point is an extremely well known rest area. It's a beautiful setting and so that, Sunset Point had the highest use of any rest area in the state, and Burnt Mountain was second to it. And so the Burnt Mountain is on the highway when you go from Phoenix to L-A. It's I, I guess that's I-10. (Storey: Uhm-hmm.) Yeah. It'd be I-10. Right on the freeway, and lots of traffic. So anyway, it worked out fine and I always remember that estate. I didn't really think they would be, think too kindly of allowing us to do that but the guy was very receptive to it. And so it worked out great. I was happy to do it. And like I say, he's still with the State Highway Department. In years since that group they've seen,

they've received national awards for their landscaping treatments and designs for rest areas and public facilities alongside the freeway. They've done some really nice work for the state.

I'll go ahead and, here I'm going to move into the Tucson Division and talk a little bit about that. On the Tucson Division would start down near Marana, Arizona, on I-10, and then it would go from there onto the end of, the terminus of the project which is south and west of Tucson as we know it now. During the public involvement for the, that phase of the project, the Tucson political interests and the public really were not receptive to the project. They didn't want the water and they didn't want the project. They saw it as just a, another scar on the landscape that would ruin their kind of environment. It is a major change to bring something like that in there. So, there was a number of public meetings and the Bureau got through this okay and we got the project underway. And, one of the very first parcel that we had bought, it came up during the meetings. That family approached us. Their name was Mr. and Mrs. Frye [spelling?] and they, the centerline of the aqueduct was going to go through the house, literally through their house. And as, at the time they, one of them was unemployed and they were about to lose the house, and to a bank foreclosure and repossession. And, we were not quite ready to start acquisition but we, I talked with my boss Larry Morton,¹⁸ at the time, and concluded "Let's go ahead and try to make the offer to buy it, because we're going to have to buy it anyhow, and we'd rather do it and, with them there, and they'd get the relocation benefits rather than get the bad press of we delayed construction and these poor people lost their house." Because really, that was going to happen.

And so anyway, we accelerated the deal, got an appraisal done, and made the offer, and ultimately negotiated a purchase, I believe at our appraisal. But in the interim in there the press got wind of the, obviously they had seen the public meetings so they went out and approached Mr. and Mrs. Frye [spelling?] and they somehow found out that we were going to have to buy that property. And so they were trying to do a story on the C-A-P and, "These people, you know, they're disrupting their lives." And she had told us that when the press guy came out that he had them out in front of the house and was going to take a picture, and they did. So he kept coaching them. He was trying to get them to frown and look upset or whatever, to be angry. And she said she just could not do it, because we'd already been there and she knew what we were going to do. We were, we were, had ready, ready to make the offer to purchase and she couldn't do it, but they still had a picture

18. Larry D. Morton participated in Reclamation's oral history program. See, Larry D. Morton, *Oral History Interview*, Transcript of Bureau of Reclamation Oral History Interview conducted by Brit Allan Storey, senior historian, Bureau of Reclamation, during 1996 in the Phoenix Area Office, edited by Brit Allan Storey, www.usbr.gov/history/oralhist.html.

of them standing in front of their house, but she wasn't frowning or anything. And, they did their news article. And, but anyway, it was nice in the sense that we could go ahead and do the acquisition and they were able to move on. I think they went to Sacramento, and they didn't lose their house. So, they were able to get paid and capture their equity out of it. And so they went on and moved.

Another event, which was maybe not quite so happy, we had one developer down there. It was a subdivision called San Joaquin Estates. I'll have to get you the spelling later. We were going to go through this, it was a platted subdivision, and we need, you know, about a several-hundred-foot-wide swath and it was literally going to go right through this platted subdivision for a, it was like a mobile home subdivision I believe, but there wasn't any homes there. It had never been built. It had been recorded, earlier, years ago. And they say its too far out, and it had never been built. Well, this fella named Lowell Johnson [spelling?] as a result of the public meetings started showing up in my office and calling, and he was pushing us and crowding us, wanting us to hurry up and buy this right of way through this San Joaquin Estates, because he owned it and he was now held up and he couldn't build it and he couldn't sell nothing. He just wanted us to go buy our right of way. Anyway, long story short, he didn't really own it. He had like an offer to purchase but had never closed, and he had kind of a scam running. And some of that came out a little later. But, we did an appraisal and it seemed like it was around a million dollars, and then the sugar hit the fan. He was just screaming and pounding the table and called Senator DeConcini staff on how the government was beating up on them and taking their land and not being compensated fairly. So ultimately we wound up, had to file a condemnation. We get into court, but as far as the trial preparation main Justice has sent a fella out, he was Mike Baker [spelling?], and I think I talked to Mike a little earlier, but anyway the local office in Tucson didn't want to handle the case because this Lowell Johnson's [spelling?] attorney that was representing him was a guy named Bill Smitherman [spelling?]. And Bill Smitherman [spelling?] had previously been the head U.S. Attorney for the Tucson Office, and so there's some sensitivity in that office that they didn't want to handle the case because this guy had been their former boss. And I guess he was still kind of politically connected, at least from their perspective.

Anyway, so we had Mike Baker assigned to the case, and we did a lot of work, research, Mike was great to work with and did a super job. We had another appraisal done. So, we were in court and gonna give testimony. In those cases the landowners get to put their case on first, and then the United States has to do its. But, we had found out that this Lowell Johnson [spelling?] he had been convicted of mail fraud and some other real estate frauds. He had served time in a federal pen, and these things were of record. And so, when they were, getting ready to put on their case

they allowed, the attorney allowed, I think over his objection, Lowell Johnson [spelling?] to get on the witness stand to attest about what he thought he should be paid for this taking. And so, in the process of it, in the cross examination Mike Baker, you know, he had the charges, the paperwork to demonstrate it. So, as they got into the cross examination Mike, at some point he kind of stopped, and paused, and things got real quiet, and so he started to ask, he asked the question about, he said, "Mr. Johnson," so and so, and he says, "Are you the same Lowell F. Johnson," then he reads off the charge that he'd been convicted of. And he said, "Are you that same Lowell F. Johnson?" And so, it got so quiet you, a needle hitting the floor would be like a firecracker going off. And, he had to admit, "Yes he was." And, so then all he did is, rather sheepishly, said, "Yes." And then Mike, the second time, he pulled out the second conviction and the same kind of scenario. "Are the same Lowell F. Johnson that was convicted of mail fraud?" so and so. And, it was "Yes." And then he did it the third time. And I just, I was at a point where I just, I wanted to, I was cringing all over. I'd just as soon got up and I'd have rather crawled out of the courtroom. It was that, that kind of tense. Anyway, at the end of the trial, it was a fairly short one, the jury came back in. I think our testimony was \$787,000. And so the jury awarded our number right on the barrel head, and a lot of it was to do because of the trial preparation and this guy was trying to kind of defraud the government, not that he didn't, isn't entitled to being paid, but he had, the stuff they'd put on was just kind of a fabricated case. And, here was this convict up there, ex-con, grumbling about the government taking his land.

Anyway so, it was a nice award. And so after it was over I told Mike Baker, I said, "You know Mike, I think we handled this wrong. We could have probably got it for a dollar, (Laugh) if we'd have testified to that, based on this guy's criminal background." But it was a very interesting case. And earlier on, there's a gentleman that approached us. We had an anonymous letter mailed to us before that trial, and the guy was telling about this Lowell Johnson [spelling?], that he was trying to set the government up and defraud people, and he was a crook and a convict, and all this kind of stuff. And we finally found out, I forget how we found it, but we kind of figured out who the guy was, and he had been a tentative partner. It was a guy named Gene Jones and he was on the witness stand for just a very short period on our behalf to explain that his relationship with Lowell Johnson [spelling?], because they initially had a kind of a partnership agreement to buy this property. But Mr. Jones, I guess, got uneasy when he, in his words, he said, "It was turning around more of instead of a development scheme to develop the property, a scheme to try to defraud the government and run the price tag up and get all the money they could do." And anyway it, so it was an interesting experience. I'll never forget that one.

Another issue we had down there on that, in that division was, one of our

transmission lines, we had to acquire some state land for an electrical substation, and it was called Del Bach [spelling?] Substation. And, because of the way, it was state school trust land. We had to file a condemnation. And it was, I characterized it a friendly condemnation. I think our whatever we appraised. We deposited the money, and the state stipulated, and they received the money. And, I thought the case was over. And, it turns out about a year later main Justice Department in D-C was looking at their files and it had never been sent up for approval in their department. And I really think it got kind of a somewhat political, because I forget, I don't know whether we had a democratic governor, or a republican, whichever it was the other party was in power in Washington. But, a high level person in Justice, a political appointee, terminated the deal as if the settlement had never occurred. And so it was brought, remanded back to the local U.S. Attorney, and she was forced to file some paperwork in the court that basically expunged the settlement and we started over from scratch. We, now we had a problem in that we had to do another appraisal. Justice had not liked the appraisal. And so we did another appraisal. Mike Baker again was back and handled the case, and we had a, getting ready to go to trial and court before a jury. We ultimately made a settlement, and the settlement was for about a million less than we initially deposited. So the state had to give us money back, and then that finally got settled. That was a real eye opener to me that we had had a condemnation a year earlier, had what I thought was a stipulated settlement, which we did, but procedurally it just didn't get handled right in main Justice and so therefore they had the ability to terminate that thing. And, so anyway the state was really put out about it, which I can understand. I don't blame them. But my name, egg was all over my face about it, but they were pretty good to me. But probably about a year or two later I had to be back at the state with the C-A-P Office to do some, some other work they were looking at and they kind of made some light of Stan Seigal showing up there and taking their land and making the state give money back. But it was just an interesting exercise in, I guess, government.

The 4Ds

Another one that was, I thought, kind of significant on the project down there, we had to acquire some land from Senator, he was the then setting Senator, Senator Dennis DeConcini. And the property was held as 4Ds. And so 4Ds is Dennis, Deano, David, and they had a sister, and that's how you got the four Ds. Anyway, we had negotiated a settlement. We did a land purchase contract. We paid over appraisal. It was somewhere in \$200- \$300,000 value for what we had to pay. We probably paid another, I don't know, \$30,000, \$40,000, or \$50,000 over the appraisal and negotiated a settlement, and it was done. It wasn't any problem. And sometime later DeConcini's now running for office again, for reelection. And, some reporters got wind of his land holdings, because he had some more up here in Phoenix, at New

Waddell, that DeConcini was a partner in. We never talked with Dennis. We talked to some other members of their family, and an attorney they had. Anyway, we had settled the deal and then his election came up and a reporter came out looking to get to the file. And so here was another learning session. I was of the opinion that that folder or the file was not public information. And so they filed a FOIR, Freedom of Information Request, and the Solicitor's Office reviewed it and they advised us that they had to open the files up and allow the reporter to look at this, which had the appraisal, all of our memorandums, all of our letters, our agreement for why we settled over the appraisal. And so the reporter came in and we, he spent a whole day in our office reading over the file. And, thank goodness that, he was kind of impressed that the effort that we had done the staff to negotiate a settlement. And, we tried to hold the ground and not pay more than appraisal, and we couldn't get it purchased, and so we paid, I forget what the dollars were over it, and then he was able to read our memorandum, which my name is all over the stuff, of recommending approval of this amount over the approved appraisal. (Storey: Uhm-hmm.) And, anyway, in that scenario the reporter thought we had done a good job, and I just, we all were kind of nervous pins and needles what was going to come out of it, because there had previously been some bad press in the paper about some land at Waddell that we had to buy that DeConcini was like an investor in it. The 4Ds, and which again Dennis was part of it, we never dealt with him or his family. He had, I think we had to deal, our relationship was with the general partner and we had to condemn that one and it ultimately got settled.

But, that was kind of a learning session. Two elements out of that our files were public information, if it was finished. In that case it was. And, kind of shortly after that we came across some statutes where that if we're, United States is buying real estate and there's a congressman or a member of Congress has an interest in it that the agency is not supposed to negotiate it. They're supposed to initiate a filing of a condemnation and then the matter goes to the Department of Justice, and it is dealt with in the context of a condemnation. I mean, even if they would sign at your appraised value, the deal was you had to file a condemnation. And that was a learning session for me too. And so, ultimately, later on in Denver when I got there as Chief Realty Officer there's some provisions in the *Policy, Directives, and Standards* for the real estate acquisition and things that they have to do, and one of them is with an elected member of Congress' ownership they have to contact Justice immediately and turn over a condemnation, and then Justice handles it. Anyway, nothing bad came out of it, you just, you kind of learn some of this as you go no matter how long you've been doing these things. There's always little new wrinkles that you pick up on. And, but that was—and along, well even before that and then later, a number of times I was always bumping into DeConcini. We had some meetings we went to, and they were kind of public kind of things. And I don't know,

one day over in Tempe we, I sat down at a table. It was a deal ran by the Forest Service, and I don't know why we were there, but nevertheless a number of the Bureau people were there. And, I sat down to have lunch and I'm sitting right next to Dennis DeConcini. And we, we, like I say, I talked to him a number of times in a setting like that. He was always very pleasant to me and we never mentioned C-A-P particularly, but I, obviously I knew who he was, and he knew who I was and my role in C-A-P. But, we never talked about real estates that the family owned. (Storey: Hmm.) But, he was always very pleasant and I enjoyed talking with the guy. And, he's no longer in Congress now. He decided to not run.

Condemnation Proceedings

And, the last one, I'll kind of talk a little bit about in the Tucson end, we had to condemn another property from a fellow named, his name was Jack Schaeffer [spelling?]. And, I want to point this one out is because, in the trial, this fella had been an employee of the Tucson Daily Star and he was a photographer, and I kind of had an interest in photography. And so we get started in the trial and I get a chance to meet the guy, and I talked to him a little bit and we realized that we—I used to work for a newspaper years ago when I was a teenager. So, we had some common background and I got to talking to him, and kind of had a friendship of sorts. I mean, and he was very pleasant. It was just we had a disagreement over value, partly driven by his attorney I think. (Laugh) That, they were in court and we were giving testimony about the trial. So, when we'd have a break I'd sit down and talk with Jack, Mr. Schaeffer [spelling?]. And, we got to talking and had a nice time, but we didn't talk about anything involving the real estate or of that nature. It was mostly about the newspaper and photography, and the environment, and things like that. But I know one time I was sitting there talking to the guy and I sensed there was somebody beside, behind me, and I turned around it was his attorney. And he was standing there listening, and I could tell he was scowling. He didn't like it a bit that we kind of had an acquaintance, and a semi-friendship, if you will. But I just turned around and told him, "Listen," I said, "We're not talking anything about real estate and compensation." And then we just, I turned around and we went on about our discussion. (Laugh) And he was a nice fella. I just couldn't say enough about the fella. He was an interesting fella. And, in fact I bought a book from him, his book. He's got a lot of old photographs and he published it in a book. And so, he was going to give me his book. And I said, "No, I, I, you can't give it to me. I'll be happy to pay you." And he autographed it for me, and I have it at home. So, its kind of a keepsake from the project.

And another kind, tidbit on [chime]—that's my email I think. One of the trials we had down there, and it might have been that one. At the time, for transmission

lines at that time, this would have been about '93, '94. And high-voltage transmission lines an electromagnet, electromagnetic fields [EMF] were a big issue. (Storey: Uhm-hmm.) The, there was some thought that it caused cancer. And, but it was starting to get cleared up a little bit. There was some studies coming out that they could never really make a good direct link, and convince that it did cause electricity. But, we had a witness in our trial. He was an engineer, and I believe, he was the head of the electrical engineering department for the University of Washington. And, Sue Kline [spelling?], U.S. Attorney, I don't know how she found the fella but he was our witness to talk about and be an expert witness on electromagnetic fields. And so, he kind of gave to the jury a little bit of the what the professional papers were and that, you know, where the status of that was, that they really had not made a connection. And so, there was some other kind of strange allegations about what electromagnetic fields would do. And so, he was kind of like, when I was a kid there was a guy that was Dr. Wizard, had a T-V program. It was something Wizard, and this guy did scientific experiments on T-V and it was kind of slanted towards young kids. Well, anyway this professor of engineering from the University of Washington, he gave a little demonstration to the people. He had a machine that would measure E-M-F, and so he walked up to the jury stand and put this device right on the rail between the, in front of the jury, and so its reading the E-M-F that's coming off of the lights, in the ceiling, in the courtroom. And you could, it had a number. I forget what it read. But, his testimony was that, "Well, you can see what its doing here in a courtroom, and just any office building you would be in, here's the electromagnetic reading that its picking up off the lights." But, when you get out on the field on the ground where the power line was, he had already taken a reading out there and it was like third, or something less. And so, that was his way of kind of explaining that E-M-F is around you all the time. "Here it is in the courtroom, you're listening to this case," and out of the property that we had condemned for this right of way is like a third less. And people typically don't stand under a power line and spend the day like working in an office. But, I thought it was a very effective way to try to make a simple but effective presentation to the jury on this issue that the other side had raised. But anyway, we came through it, and whatever the case was we got a, a good award out of the jury and went on about it.

But that's the condemnation aspect of the real estate program was maybe about ten percent of the work, or less, when you count the ones that go to trial. And, all the trials are different. Different things happen, and different witnesses, and it was always important to try to, for the government, I felt like, to make a very, the shorter presentation they could make the better because we go second. The landowner's got first shot and all his testimony. So, they're somewhat biased, if you will, because of what they've already heard. But, you have to make a very effective presentation in order to turn them around. And our attorneys, I felt like, were very good at it. We

had good successes in court.

New Waddell Dam

I'll share another little, couple, stories on, the one is on New Waddell Dam.¹⁹ We, it had about 10,000, 10-20,000, I'll say 15,000 acres we had to buy for Waddell, and we had this one property owner out there. We had filed a condemnation on some other owners, and we really didn't know about this one ownership. We had a flaw in our title reports. His name turned out to be Andrew Kravchenko, and he owned a little ten-acre parcel. It was his home site, or his mother had been there. They lived on this property, but they were the grazing lessee for probably 25-30,000 acres around it. They leased all the B-L-M land and all the state lands. So, they had a grazing lease and they ran cattle. Well, anyway, we were able to reach, we had to condemn, and acquired, we went ahead and amended it and acquired the whole ten-acre parcel from his home site, but we, the kind of a side issue the environmental people, we had a mitigation requirement at New Waddell was to, for the land area that was bought for the reservoir. The Bureau was supposed to eliminate or minimize cattle grazing to the reservoir area. And, so at that time they were tentatively looking at building a fence along the perimeter boundary of all the lands we bought for the reservoir out there. And it's, if you ever see Waddell and the boundary of the reservoir it's, mountain goats can't go over it, some of it. Its very rugged, very rough. And, we had some estimates from a million and a half to, I believe, \$2 million to build a fence on the boundary of the land we acquired. But anyway, we got to working and I realized that with Mr. Kravchenko's property his grazing allotment went beyond, out, beyond the reservoir area that we bought, and he had a fence on it. It had been fenced years ago. And as is typical of all grazing allotments, they're all fenced. And so, we hit on this idea of trying to acquire his fence. We couldn't, there was a legality in the statutes where we could not, his grazing allotment is not compensable. A federal grazing allotment is not compensable, but his improvements are. And so he owns this fence. And so we finally worked out a deal and got a buy-off the Fish and Wildlife Service, and B-L-M, and some other entities, and let us to go buy Mr. Kravchenko's fence. And, we paid in the neighborhood of about \$500,000 to settle for the ten-acre parcel he owned, which is not much money in that. Predominate it was for the value of the fence. So, we signed a contract with Mr. Kravchenko and he just released his grazing allotment and we, by this contract, purchased his fence.

19. Completed in 1994, New Waddell Dam stores Colorado River water for the Central Arizona Project, and also stores Agua Fria River runoff and provides flood protection by controlling river flows. The dam is on the Agua Fria River about 35 miles above the Gila River confluence and is located one-half mile downstream of the now submerged historic Waddell Dam, which was built by the Maricopa Water District.

END SIDE A, TAPE 1. MARCH 17, 2004.
BEGIN SIDE B, TAPE 1. MARCH 17, 2004.

Storey: So, you bought the fence and they . . .

Seigal: We bought the fence, and he was entitled to be moved, and he went to California. And so, we solved a mitigation requirement and saved a lot of money in that fashion. And, in the process we settled our condemnation with Mr. Kravchenko for his home site we had to buy.

Storey: So, what happened to the grazing lease?

Seigal: So, what he had to do he was required to, since he didn't own that property, he basically had to, he gave up his grazing allotment. In the private sector if he found another ranch or someone else could come in and purchase his lease, if you will, or get his lease assigned to a new buyer. So, they have some value. It's just from the federal, when the feds are buying land or extinguishing those they're not compensable. (Storey: Uhm-hmm.) The feds won't pay for it. So anyway, he had to give up his lease. And part of the deal was set with B-L-M that they, and by an agreement, we had a little side agreement with B-L-M and Fish and Wildlife Service, and I believe State Land Department was in it, that within this area of his previous allotment, which also included all the reservoir lands we'd already bought, that B-L-M would not enter into a grazing, allow that to be a grazing allotment again. And so that basically, effectively, took the cattle off of that its call Two Shoe Ranch, I believe. It took the cattle off of that grazing allotment, not to be grazed again, according to the agreements, and satisfied our mitigation requirement. And, at that time Rip Winkle was the Chief Realty Officer in Denver and he had came down and I was having some other difficulties, kind of internal politics of some staff, but Rip came down and was helping me with the deal. And I kind of, I took all the bad blows from Andrew, which I understand. He got kind of ticked off at us at one point, which I don't blame him. But, Rip came in and kind of bonded with the guy in a professional way and he could communicate very good with Andrew, and they kind of became quasi-friends. I don't mean, I mean it didn't get too close. Don't get me wrong. But, they had a mutual respect for one another, is what I what to say I think. And, so if they had respect they had credibility amongst themselves. And so Rip was really the one that kind of helped me put the nail in this thing and make it happen to get it closed up.

Storey: How do you spell his name? Kravchenko, was it?

Seigal: It's K-R-A-V-C-H-E-N-K-O. I've got a little video he gave us, and his father, a little

history behind Kravchenko. His father was a high official in the Russian government. And so, he had married, it was Andrew's mother, who was a U.S. citizen. But, the story was that he was high up in the Russian government. He had been to, he was some kind of ambassador to the U.S. or something, and he was in New York City in the '50s or thereabouts, and the guy is killed. He's been murdered. But the, apparently, according to Andrew it was reported as a suicide. But, he had been shot twice in the head, according to Andrew. So, his theory was that the K-G-B had executed his father. And so the Mrs., or is it Mrs. Kravchenko and Andrew's mother, she must have had some money, some other sources of income or money, and was fairly well off. But, she took the young kid Andrew and they moved west and she landed out here at New Waddell in the early '60s on this Two Shoe Ranch and was running a cattle grazing operation.

Storey: Hmm. Interesting.

Seigal: And I have, I've got this little video. I'll try to get you, I'll boot it up too and you can look at it. It's pretty short. But, it was Andrew's effort to try to promote a movie about his father. He was kind of a budding movie director. I don't know what kind of movies he directed but, (Storey: Hmm.) that was kind of his game was to be a movie director. And, that's probably the reason he went to Hollywood, or Santa Monica. But, that was probably, as I recall, to me, one of the real kind of significant events at the New Waddell Project, and all the kind of things happened.

Roosevelt Dam

Another one I wanted to talk a little bit about was at Lake, at Roosevelt. We were getting ready to raise Roosevelt Dam to provide additional flood control and reservoir storage space, and that project most of the land the Bureau and the Forest Service, we already owned it all, but this on little area on the Tonto-Salt River arm of the lake, the far east end of the lake, a little place called Roosevelt Estates. And, it had been an old mining claim and it was subdivided into, you know, several hundred lots, and quite a few retired people were living up there. And so we had our public, first public meeting we had up there we went to the Roosevelt Lake Estates Lodge, and it probably had room for 100 people and there was, I'd swear to gosh, more than 300 people there. And a good number of them were people who lived in the Roosevelt Estates that we were going to have to purchase their residences and move them out. And, they were pretty much steamed up. And, they didn't want to go. And, so we survived that public meeting. And so ultimately what we did, we prepared a subdivision to replace the part we were going to buy, because a lot of people said, "No, we're not going anywhere. We want to stay here, and if you don't provide us a lot here we're not going anywhere." So, we had a subdivision plan of

about, I don't know, seventy-five or eighty lots prepared, platted, set up so that we could implement it if we needed to do it. And so our plan was, we said, "Okay, we, it's going to take us another two or three years to get this subdivision built, and we don't really know who all's going to really stay. So those of you who want to move and go, for whatever personal reasons, let us know and we'll proceed to negotiate a contract with you, give you your relocation benefits, and then you can move on and you don't have to wait two or three years while we get this subdivision put into place."

Anyway, the subdivision was going to be on Forest Service Land, which it kind of, I know the old salts in the Forest Service that went down like a dose of salts. I know it did. But, the Forest Supervisor, a guy named Jim Kimble [spelling?], he could see the handwriting on the wall that he didn't want to be the culprit killing this subdivision and have all these people ticked off at him. I think that's kind of how he looked at it. And so he was supportive. He truly was. I mean if we'd had had to have built it, we would have built it, and he would have stood the ground and backed it up. And so, one of the early times I was up there, and I had myself and some of the Forest Service officials, and I think Rip was out with me, Rip Winkle, and my boss was John Newman. So, we're up there with our platted subdivision plan in hand, kind of walking over the ground area where it would go, and having some dialog about it. And, somebody asked John, and said, "Well John, what do you think about this?" And John, he said, "It looks like an outstanding plan and I'm proud to be a part of it." (Laugh) And so that was kind of a quote, if you knew John Newman. It was, we got a lot of laughter out of it and years later the people around, when we, if I see John Newman or whatever that remember that. And so, long story short, we bought the seventy-five, eighty families. We bought them out and moved them to various places, and out of the eighty that we had to buy there was only four people that stayed that, "I want my lot at Roosevelt Estates," and so we had these four lots, contiguously existing subdivision, that came from the forest. And so we did, we bought their land and then they were given this lot.

And, we then in turn, kind of salt in the wound I guess, the Forest Service they had to appraise it, because it was kind of treated as a land exchange. They basically were getting a lot down in the subdivision that we bought that would be added to the Forest Service land, and it had a value on it. But the Forest Service had to adopt the values, and so they, they came up with a number that their lot was worth \$2,000 more than the one we bought. So, we had to give the Forest Service money, \$2,000 for each of the four lots. (Storey: Uhm-hmm.) It was kind of a, it was like, "Give me a break." But, we, the Forest Supervisor had backed us up, and had we not done the thing on the front end the way it was handled it would have been a real nightmare. We would have been, we'd probably still be fighting up there with

somebody. And so, it just wasn't worth it. And so, I was always grateful that the Forest Service supervisor he made, he made his staff buy into the deal. He said, "You're going to do it." And this one guy I worked with, I always remember his name was Larry Saelig [spelling?], I had met with him. And, he's a good guy. He's a real estate guy, but at some point he found out, he realized, I think, my grade at the time I was a GS-13, and he was a GS-12. Well, I was a Realty Officer and he was a similar kind of title. But, he was kind of grumbling at me one day about wondering, "Well, how come you're a thirteen and I'm only a twelve." And so, thank gosh he saw the humor in it. And I told him, I said, "Well Larry," I said, "The reason I'm a thirteen is because I got to work with people like you." (Laugh) And then gratefully he saw some humor in it, but we, we got along pretty well. But, I know in his heart, if it had been his call there would have been no way we would have got those lots to give to anybody at Roosevelt Estates for the Reclamation's project. It just, it would not have happened. And so, Jim Kimble he gets a feather from me to put in his cap. He saved our bacon there. He was probably saving his too, but that's okay. (Laugh)

That's all I've got on my list Brit, that I could think to hit. I went through my other stuff. I don't really see anything. If there's any questions organization or some other kind of other issues that you'd like to ferret out of this.

Storey: Well, let's talk about going to Denver before we go back to that.

Seigal: Oh. Okay. Yeah. I forgot about Denver.

Storey: Why did you decide to apply for Denver and all that kind of stuff?

Transferring to Denver

Seigal: Okay. And I appreciate you bringing it up. I had, that happened in June of '97. I transferred from the Bureau's office in Phoenix to the Office of Policy in Denver. And, my old friend Rip Winkle had retired six months earlier and, in Denver, and at the time I really didn't have an interest in going. I was, I figured I would finish my career on C-A-P and be happy as a clam, and it would be just fine. But, it was advertised and I got to kind of thinking about it. I talked with my wife, and we decided, "Okay, yeah. I'll apply for it." It was a promotion for me. I was a GS-13 on C-A-P, and it wasn't going to get any bigger. It was going to, the project was getting smaller and we were getting ready to go through RIFs [Reduction in Force] and I just thought, "Well, why not?" We both were, no kids were at home and we kind of wanted, needed a little change. So, I applied for the job and went up there June of '97 and functioned as the Chief Realty Officer of Reclamation. And, in that role, in Denver, it's mostly a policy and a technical service that the, the responsibility of the

Realty Officer, and I, at that point and time, obviously I knew all of the realty staff in the field and all the regional realty officers. And so I stayed there four and a half years. During part of that time we were reworking the old Reclamation instructions, changing them over to what they called *Directives and Standards*, I believe. And so I had to rewrite the *Land Acquisition Manual*, into a form of policy and directive. And so I worked pretty closely with the regional realty people. We would get together about twice a year, or three times, to guide ourselves and get a product that we could, primarily that they could live with, more than me. And, along in there probably about a year and a half into the job Reclamation's overall change in terms of financial, the way they do the books if you will, or treating more like a corporation. A balance sheet and financial statements were being prepared, and the Inspector General's Office audited Reclamation's books and assets. And, what happened out of that is that the, a number of issues, but with respect to real estate. There seemed to be a mismatch between what the real estate program, our data, showed as the value of our asset, i.e., what we paid for the lands, versus what was showing up in the financial side. And, so that kind of kicked off a really hot potato, because Reclamation's financial statement or ownership of assets, if you will, were about eighty percent of the Department of Interior. And so it was, it had a lot of attention. And so we got a plan in place, a meeting with the realty officers, and came up with a plan, an agreement of a schedule of over like a four year period, I believe, that we would reconcile all of our land records internally, and then compare them or relate them to the financial records so that we get all the data correct. And as we talk now, they're probably coming up on the end of that, that four-year plan. And, so it was, that was an interesting exercise to go out to the regions and have to look at all their plat books, and their land records in terms of what was in RIS [Resource Information System]. Things had been kind of let go and the system wasn't, had not been kept up. As they bought land or sold land it wasn't either put into inventory or taken out of that RIS database inventory. And, that's one of the reasons it got off kilter. And the reason the financial side had to have an accurate number of the real estate cost is because real estate is not depreciable. It got, in their records, mixed into all their other assents. And so, when they took depreciation they were taking depreciation against real estate. And then, and structures for buildings. So, it was getting things out of kilter.

Storey: R-I-S is?

Seigal: Resource Information System.

Storey: Yeah. We're working on this now?

Seigal: Yeah.

Storey: You were involved in G-I-S [Geographic Information Systems], I think?

Seigal: We had a little bit of, when I say involved, I was aware that some of the offices were trying to use the Geographic Information Systems as a way to replace their real estate plat books. We talked about plat books earlier. And, at that time the success wasn't very good. I think the G-I-S folks kind of had control of the thing and driving the issue, as opposed to the realty people. The G-I-S is a good mapping base system, but it didn't deal real well with the contracts, the acres, and the dollars, or that kind of text material. So, they were different levels of efforts going on in the G-I-S community throughout the Bureau's regions. The probably one that was farther along than others, as I recall, was the office in Boise, Idaho. They had a pretty good group of folks connected with the real estate side. But, I still don't know if they've not been able to replace the old plat books and get away from the RIS data inventory in the computer.

Storey: What else was going on in Denver?

Seigal: You want to stop a minute? (Laugh) [Tape paused]

Kind of prime me and I'll do it.

Storey: Well, maybe FIRM [Foundation Information Resource Management].

Foundation Information Resource Management

Seigal: Oh. Okay. I'm sorry. The FIRM, when I got to Denver what was the database in RIS, which is all the contracts, the names of people who we bought from, if you would, just like an inventory of all the lands you bought, from whom you bought it, what you paid for it, how many acres, how many dollars, where is it, and a lot of kind of geographic information about the properties. Our [ringing phone] system under RIS, Resource Information System, was not going to be supported any longer from that, from the computer side of the organization, Information Resources folks. And, basically the program, or the stuff that makes it run was just going to be not available and we couldn't do anything with all this data we had. We probably had, I don't know, maybe a 100,000 entries of real estate that we had purchased, and eight to, I want, I shouldn't say million, probably, C-A-P was like \$140 million, approaching a billion dollars, probably, in the cost of real estate. We were not going to be able to access all that database. And, just like it was forgotten. And, at the time, I was working with Sharon Woods. She was the RIS Coordinator and kept track of a lot of the computer stuff and the records. And, we got started with G-S-A [General Services Administration]. The Bureau had to make an annual report to G-

S-A for all of its real estate holdings which got put into a much larger report for what the United States owned, or Department of Interior.

So, we started working with G—we worked with G-S-A along, all along that time anyhow, and they were, had a program called FIRM, Foundation Information Resource Management. It was another name for just storing real estate data. And, we had looked at it, and it was fairly similar to what we already had. I mean, it would print out and make things look very similar to what we had done in RIS. And, but there was a process to convert all this data, what was in RIS and electronically move it to the FIRM. And so that was undertaken and pretty much moved all over to the G-S-A/FIRM database. And, Sharon and the Region were still in the process of working some bugs out of it to sort it out. And, shortly after I left, which was January 2002, G-S-A decided to drop FIRM. Now, I don't know at this juncture how they capture their report, they call it the Worldwide Report, of how they capture data or if they still do it. So, Reclamation's kind of got left standing there holding the bag, if you will, with all this data setting in FIRM. We couldn't go back to RIS. So, I'm not sure how they're gonna reprogram the stuff or have some other software to be able to put it into to be able to run it. Because they got to do it, because they're on the hook with the financial audit that the Bureau has to straighten its book and then have its system in place to systematically report its real estate holdings. In terms, at what you bought, what you paid, how many acres, and then as you start to disposing some of it or transferring it away. And some of the transfers were starting to happen because another program probably four or five years earlier had gotten started on title transfer where irrigation districts, or our repayment entities, under Commissioner . . .

Storey: Beard.

Seigal: [Dan] Beard,²⁰ had started passing legislation to allow districts, once they got into payoff, to receive the title to the land and all the structures and improvements that they had been paying for. The theory being is to start getting the government out of that and save costs to the government and let the logical user, i.e. the water irrigation districts, operate and maintain it and have the title. And so subsequently there's been, I'm, at this juncture, there's probably been a dozen or more who have been able to obtain and receive their title. And, naturally, as they do that the United States has to issue a deed and all of those assets have to come out of our land records system,

20. Daniel P. Beard served as Commissioner of the Bureau of Reclamation under the Clinton administration from 1993 to 1995. Mr. Beard also participated in Reclamation's oral history program. See, Daniel P. Beard, *Oral History Interview*, Transcript of tape-recorded Bureau of Reclamation Oral History Interviews conducted by Brit Allan Storey, senior historian, Bureau of Reclamation, from 1993 to 1995, in Washington, D. C., edited by Brit Allan Storey, 2009, www.usbr.gov/history/oralhist.html.

and has to come out of the financial statements. And, as far as I know, I'm sure the title transfer is still an ongoing program that there's going to be more lands come out of the inventory.

Storey: Did you ever get involved in any of those land transfers?

Seigal: Only cursory. And there was not an easy one. I can't think of, probably the easiest one was one they did in Boulder City for the Boulder City water pipeline, the pipeline goes from Hoover Dam up to Boulder City, that the Bureau did a title transfer on that. I know Southern Nevada Water Project is either into it, or finished. A number of them are around. They were doing one in Yuma, the Wellton-Mohawk. It's not finished. But, they're, they typically are a lot of work to capture all of the data. And, some of these districts want to see all of the deeds. They want to have them all referenced in whatever title document they get. And there's other kinds of things get in the middle of it about what should go and what shouldn't, and perhaps mitigation or some lands, there would be some parts the organization probably would not to want to allow go for various reasons. But nevertheless, they're ongoing, and they are not easy. They are very time consuming and difficult. (Storey: Hmm.) Haven't seen an easy one yet. (Laugh)

Storey: Tell me about your, why you decided to retire?

Retirement

Seigal: At the time I retired was January 2002 I had, what thirty-eight years and eight months. And, I enjoyed the work in Denver, and the relationship I had with the Regional folks, but I just had some, you know, thirty-eight years in any job is a long time. I enjoyed it. I didn't leave because I didn't like it, or that I didn't like the people because I did. It was more kind of personal things. I had some things down here in Arizona that I kind of felt like I needed to—it was probably time to just retire. We had a boy in Las Vegas. We were wanting to do some things there to help him. And so I, we just decided, "Okay, it's time to go." And retired, and came back to Arizona, via Nevada.

Storey: By way of Las Vegas huh?

Seigal: And, we actually stopped over, spent about three months there working on my son's house, doing, putting a yard in. And, I enjoyed it, but then we came on back to Arizona and had a house to move to. And so it's been great. I enjoyed it. And still keep track of my acquaintances in Reclamation. And, I guess, kind of looking back I think I have a stronger affinity or feel for the staff that I worked for maybe because

it's now I'm retired and they're still working. But, there's kind of a bond there, and at least I sense it, that I have a lot of respect for what they did or what they're doing. And, it's interesting to look back into Reclamation. You can see how things, they're still changing, and they change—when you're there I think you don't realize the change as much. When you're external to the organization, you're not around it as much, you seem to notice changes quick. Or, go back to the office on C-A-P where I left, all the faces that you knew are all older. (Laugh) (Storey: Yeah.) That's a good way, kind of a time clock. You're getting older too. And then it's amazing that the faces that you see that you don't know. They're probably new people, [Chime] and then there's a lot less of them. In the case of C-A-P we went from 650 down to, I believe they're at about right at 100 or slightly less now, and will probably shrink some more before they can balance out. But . . .

Storey: Why don't you talk briefly about what you've been doing since you retired?

Seigal: Sure.

Storey: And got back to Arizona.

Seigal: After I retired, I retired, I was out of work, if you will, for about nine months. And, I didn't miss work. I mean I didn't come back to—I enjoyed the people I worked with. I enjoyed the work I did. And so I didn't have any trouble staying busy. I found things that I liked to do, not that I particularly worked, but I was out of work for about nine months and basically went back to work in September 2002 for Universal Field Services. And, I actually went back to work, my boss there is a guy named Gary Patchet [spelling?]. Gary had worked for me on C-A-P and he was doing the acquisition and relocation up at Lake Roosevelt. So, probably went back because I was still help the kids do some work, but get some things to help them. One going through flight school and the other boy in Las Vegas was having some difficulty. But, the work I did with Universal was very similar to Reclamation. In that case, I was hired as an acquisition and relocation agent, which meant I would go out and with appraisals and negotiate to purchase right of way or real estate from people for the State Highway Department. And, got involved, it would be actually involved with relocations when people had to move, which included some businesses. But, the project I worked on, or two of them, was one in Yuma. It was a new highway they were going to build down there. And, got pretty much all of that finished before I left Universal May 5th of this year.

Storey: May the 5th?

Seigal: Of 2004.

Storey: March the 5th?

Seigal: March 5th. I'm sorry. March 5, 2004 I left Universal. But, I had worked at Yuma, and up at a little place called People's Valley, which is just out of Prescott, in a beautiful little valley. They were doing a road-widening project. And, also worked out on what we called Grand Avenue Projects. Grand Avenue goes from Phoenix, State Highway 95 I believe is what that is. The state was redoing some of the crossings. They were building over crossings of the Grand Avenue, for Camelback, and Thomas, and a number of streets. And, in that area I did a little bit of residential but I got more involved in relocation assistance with businesses. And, I enjoyed the relocation both residential and businesses. It's just that you're in a different scenario. You get pretty well acquainted with a business person or a family if you have to relocate them. And when you say "relocate them," you're just trying to administer for them and make sure they get to claim all the benefits to which they're entitled to be reimbursed for. And so it was a lot of fun. I enjoyed it. But, so I worked from September of 2002 to March of 2004. It was almost a year and a half to the day.

And, a fellow with the City of Scottsdale—I had applied, or sent them a resume, and I talked to the man. I had met him a couple of years earlier, and I didn't know, anticipate applying here. But, I sent him a resume and it turns out he was getting ready to retire. And so he clued me in of when the thing was going to be advertised. And, so I applied for the job, and I just started work as City of Scottsdale, the title is called Asset Manger Coordinator. Its just a different term for what I call Real Estate Acquisition and Management. Management and acquisition of real estate for the city. And so they have typical projects, street widening. And, maybe redevelopment is not a good word these days, but things of that nature that the city is wanting to, you know, redo an area or a part of town. One thing I'm looking at is they got an existing golf course that they want to purchase, part of it. They own most of the course. They're going to terminate the leases and they want to convert it to a professional baseball arena or area for the San Francisco Giants. They want a training facility for them. And, its probably their effort to provide new infrastructure and improvements in order to keep them here so they don't move someplace else. (Storey: Uhm-hmm.) And there's, and the ballpark they play in is probably less than a mile away from where this new park's going to be for their training center. So, they have just a wide gambit of stuff. They have a lot of things I called community relations based, of their real estate, and they'll provide assistance or low rent for some kind of non-profits or people who are providing services to the people. And so there, there's an element of that. And then again, just pure straight-out acquisition, purchase, condemn, relocate. Very similar to what I did with the Bureau.

Storey: Uhm-hmm. Well, let's go back.

Seigal: Okay.

Storey: When you were at C-A-P, do you ever remember any situations where project issues or political issues made your job more difficult, or altered it radically maybe?

CAP Repayment Contract

Seigal: The only, I guess there was probably a couple of things but they didn't—before I left in '97, or a little earlier, the Bureau of the Reclamation and the district, C-A-W-C-D [Central Arizona Water Conservation District], they were in loggerheads over the finalization of the district's repayment contract obligation. It seemed like it was like \$1.8 million, or billion, \$1.8 billion and then but over the years had gone up because other features had been put on or added, new legislation like NEPA, where they had to do mitigation which wasn't originally kind of cranked into the price tag of the project when they contracted to do it. It kind of put up some barriers of communication. I mean, at the staff level, myself and then some of my people who had to work for the district, or work with the district . . .

END SIDE B, TAPE 1. MARCH 17, 2004.

BEGIN SIDE A, TAPE 2. MARCH 17, 2004.

Storey: This is tape two of an interview by Brit Storey with Stan Seigal on March 17, 2004.

Were working with the district now?

Seigal: With counterparts of the district, the realty staff. Those communications pretty much continued on without much stuff but you were always aware of the conflict and very serious disagreement at the higher parts of our organization over this repayment contract. And, they were moving down the path of litigation to resolve that. And, so it just, it, I guess on the side you knew there were some real problems out there and you kind of, you didn't go talk to some of the people that I might have gone to talk to before on kind of just a, that kind of a basis. It got pretty sensitive. And, I think at the higher parts of the organization it really got tough. Along that time we were still, C-A-P was starting to kind of, our staff level's obviously going down, and some of our budgets of things that we were still trying to get done and get budget for all of a sudden it seemed that the nonpartisan support that the government, the Bureau of Reclamation, had previously had with the congressional delegation and at the state level, your, the local politicians, things started shifting because now the district was coming online, and the district, i.e. kind of the state, had a different agenda and had a different desired outcome. And, so the politicians the political arena started shifting where basically the Bureau was kind of looked

down on, and things that we might have used to have been able to get done or the management to be able to do, now it was getting difficult and not being as supportive. Because now, the elected politicians at the, you know, in Congress they had a constituent out here, the state, that was having problems. And so there was maybe more votes on the other side of the aisle now. It changed. And I think that was very difficult for the Project Manager, and some of the division staff, that really had to get, got caught in that. (Storey: Uhm-hmm.)

Non-Indian Irrigation Distribution Systems

The only other one that I, and I was kind of personally involved in it, during the acquisition of the Non-Indian Irrigation Distribution Systems. That, early on the firm that was doing the acquisition they were having to condemn about seventy to eighty percent of the parcels that they were attempting to buy. Our record prior to that had been not higher than twenty to twenty-five percent. So, their negotiations were very unsuccessful. We were getting ready to have to file a condemnation to the U.S. Attorney. We had, in one period there, there must have been about sixty or seventy condemnations, which was, I mean that's a lot. And, the U.S. Attorney was about to freak out. But, anyway, in that the Regional Director at the time they kind of ordered a, maybe I shouldn't say investigation but that was my perception of it, formed a team of people to come look at the acquisition and I guess I kind of took it personal that I didn't have his trust that we were doing a good job. We were doing the best we could. Anyway, they put together a small team. A former boss of mine was put on it, Bobby Bond. And, I think that really kind of helped level the playing field to make it really focus on pros and cons, if you will, of what really needs to be done. "What does the Bureau need to do? What does the real estate community on the Bureau side need to do? And, what needs to be done on the irrigation district side, and their engineering consultants, and the right of way folks?" In terms of, "What did they, as a group, all together need to do differently than what was going on to smooth some of these bumps out." So, that was kind of a tough period for me personally, but we got through and came up with kind of an action plan, and it in the end kind of helped. But, I always still had in the back of my mind, and I still feel that way, that the R-D [Regional Director] would have liked to have seen it come out a different way.

Storey: Which R-D was it?

Seigal: That would have been Bill Plummer. And, I don't know how much, he wasn't around a whole lot longer, but I just never had a real cozy, warm feeling about Bill Plummer. Even before that, but. (Storey: Hmm.) And, I don't know that that was his plan or interest but I just felt comfortable when my old ex-boss was on the team.

They had, he was on it, and then they had one of the guys in their construction engineering side, Wayne Anderson, I believe. So, from that aspect of it, I felt comfortable that they were not going to do a number on somebody. They would approach it in terms of factually and "What's the best way to do this? And, what can these different folks do to help smooth some of this out?" And so what happened a little later that particular project feature or features they were working on, we were having to buy fee title. It was on the Santa Rosa Canal, and we wanted fee title because the United States' interest in delivering water to the Indians. We had to deliver water to the Ak-Chin and some other, the other tribes down there. I forget which ones now. But our, we wanted to have total control of the canal, i.e., fee title ownership, and so we stuck to it and got it done. And, for the virtually the rest of the all the irrigation distribution systems were the, we converted to using the 1890 Right of Way Authority, which we would exercise the reserve right, and offers of compensation were made. And, if the owners took it, great. It was over. If they didn't, still okay we could certify it a right of way. Its what we call like a ultra quick take. Some agencies don't have a power of condemnation to get a, get access or get on property to build a feature. Reclamation had authority to condemn, but by using the 1890 all we did is we would get an appraisal done, get the real estate described, we would present them with an offer to purchase this right of way. We called it compensate, not purchase. And then we would record a notice.

Storey: That's compensation for improvements?

Seigal: For improvements and land interests. Years earlier, well in 1990, in 1976 Congress changed the 1890 Act, and up until that time the Bureau could build a canal over these reserve lands and there was not a payment made for the real estate value that we took, if you will. (Storey: Uhm-hmm.) They would pay for improvements located within that right of way, maybe it's a fence or a barn, a growing crop. Those kinds of improvements, they would be compensated for that, but not for a per-acre value for the land we took. And so that, that kind of, kind of created the floodgate that things started working better in the sense that we didn't have to file all these condemnations and the real ownous of performance really rested on the district and its engineering consultants to get their title work done. Literally they had to do it, not us. And, get the appraisals done, and get the notices prepared, and then they bring them to us. We would sign them, which is fairly easy and, you know, check it. And, we would review the appraisals and then they could, they'd get the package back. We're able to certify right of way the next day and they could proceed to construction. And, so anyway kind of the big picture of it I think the districts wanted to, kind of the farm organiza—these districts were farmers and their perception was that they wanted to, they had to make a contribution of twenty percent either in services or equivalent of twenty percent in cash, or cash if they

wanted to. And they were always strapped for cash, and so they did it in goods and services by providing the engineering. They provided the right of way services, the appraisal services. And so that was their kind of, with their twenty percent contribution they wanted to control eighty percent, 100 percent of the process. (Laugh) (Storey: Uhm-hmm.) So, I really think they paid a price for that but that, nevertheless, it was kind of like that's the call that they wanted to make and nobody really wanted to argue with them about what they did for their contribution. The government's position was they wanted to enforce under the Distribution Systems Loan or the 9D Act, that these districts made a twenty percent down payment or contribution to the project before the government would build it. And so, they did. But I, you know, in terms of if you probably looked at real cost I kind of think they spent a little more money than they had to, but it was their call and their money. So, but it worked out. The systems got built pretty much on time.

Storey: This would have been a whole bunch of water districts?

Irrigation Districts

Seigal: Yes. There was about, I'm going to, maybe a dozen different water districts through the state: Harquahala, Tonopah, Central Arizona Irrigation and Drainage Districts, New Magma, Maricopa/Stanfield, and there were several more.

Storey: Do you have any sense of how they relate to C-A-W-C-D?

Seigal: I don't have a good feel for it, I mean other than of course C-A-W-C-D now has to deliver them their allocation of water through the C-A-P. And, one of the board members, I believe he was on C-A-I-C-A-I-D-D [Central Arizona Irrigation and Drainage District] left that district and is now the General Manager for C-A-W-C-D. I don't remember his name now.

Storey: C-A-I?

Seigal: Central Arizona Irrigation and Drainage District.

Storey: Okay.

Seigal: I think that board member, either here or at Maricopa/Stanfield left the district, one of those irrigation districts, and went to C-A-W-C-D is now the general manager, (Storey: Huh.) I think. But, I can imagine that there's got to be a lot of interaction between those districts because C-A-P is the delivery for their allocation and supply of water.

Storey: Yeah. So, C-A-W-C-D actually is running the C-A-P system now?

Seigal: Correct.

Storey: And they're calling themselves C-A-P now? (Laugh)

Seigal: And they call themselves C-A-P now. Now, the Bureau is like Phoenix Area Office, I expect. (Storey: Yeah.) And so, but these distribution systems that we talked about with C-A-I-D-D and Maricopa, they're responsible for managing the distribution system within their district, the ditches, and the canals, and gates, and all of those kind of things. They have to keep those repaired and up, up to date. And so Reclamation, kind of on the side, they have a periodic inventory or review, Review of Maintenance, called ROM, (Storey: Yeah.) Review of Maintenance. And so, they have a periodic cycle that they would be visiting with these irrigation districts to review their maintenance program or identify things that need to be repaired. And same thing with C-A-W-C-D. The Bureau would be providing Review of Maintenance for the features like Havasu Pumping Plant, or the pumping plants in the system. (Storey: Uhm-hmm.) The big ones were Hassayampa, and Harquahala, and Bouse Hills, and Havasu. (Storey: Yeah.) And then the canal feature itself. So, that's kind of the relationship of the group. And I would suspect that, and this is, you know, I don't know this for a fact but the relationship would probably be, if it's not healed over yet by the Bureau and the district, or C-A-W-C-D, that the relationship's probably be a little more amenable between the C-A-W-C-D and these various farmer irrigation districts. (Storey: Yeah.) But the main connection, I think, really is the supply of water they get and then the districts have got to pay. They've got to make a payment back to C-A-W-C-D on an annual basis for the water they take. Then, but the long-term of it is that, as time goes on, twenty or thirty years out, those districts that are taking Ag water now, their allocation is going to get less and less. That's the way the plan is set up, that the cities will gradually take a larger share, (Storey: Uhm-hmm.) as the cities grow, and their allocation will grow at the expense of these smaller districts, (Storey: Hmm.) in Ag water. And part of this was to take the C-A-P water to stop the groundwater withdrawal, or slow it up, or turn it around. (Storey: Yeah.) I would guess its working but I haven't seen any studies to see what he change in the groundwater decline is with C-A-P online.

Storey: Let's see, when you were in Boulder City you worked for Curt Bowser?

Seigal: When I was in Real Estate. (Storey: Yeah.) I was in Boulder City twice, but my last time I went into the Real Estate and that's when I worked for Curt Bowser [spelling?]. It was about four years.

Storey: Tell me what it was like working with Curt Bowser.

Supervisors

Seigal: Curt was a, a real kind of a human dynamo. He had a lot of outside interests, but as far on the work, Curt was just a hard worker. He had his, he had a memory like a, he just had a tremendous memory. He'd almost never forget anything. You'd go in his office, it looked like a junkyard in a way. I mean, papers pile up, piled up, but if you asked for a file or wanted to know something, Curt could just kind of reach over without looking and grab the file and say, "Here. Here's what you need." And he gave me a kind of, I guess I ought to, I'll say, I'll use the term a lot of air protection, flak cover. I had been around real estate as a draftsman, drawing things, but working for Curt, I mean I obviously had a lot to learn more about the real estate part of it, but my role was the land records. And so my drafting and mapping ability, it made that job easy. But, he'd give me assignments to do and work on. Some of them I know were over my head, but I'd struggle with it, and he'd edit it and fix things. And, he was a tremendous resource to go to. And, he had a lot of respect throughout the Region, from whomever. You know, he'd been there since right after the war. (Storey: Uhm-hmm.) Right out of, he was a vet. And, he is a, an injured vet. But, he came into Boulder City about 1945, and he could, he could sit down and get a letter drafted that was as smooth as any letter you'd want to see, in pretty quick order. But he was fantastic to work for. And, like I told somebody earlier, I says, it's either you're on his team or you weren't. There was no in between. Either you were part of the team or you better start looking because it's not going to be easy. (Laugh)

Storey: Hmm. You mentioned working for Larry Morton too. What was Larry like to work for?

Seigal: Larry was very supportive. I, we were, the whole time I was working for him we were virtually in a different building. I was like Chief of the Division and he was the Assistant Project Manager. We used to, when I first started [chime] carpooling it was myself, and Larry, and Tom Burbee [spelling?] and Bruce Stockinger [spelling?] and somebody else. But, when Larry got promoted to Assistant Project Manager I think he just felt uncomfortable being in the carpool. Not because we would press him for information it was just that, that kind of changed for Larry. And, I can appreciate that. But, Larry was another person that had a tremendous memory, extremely well at writing stuff, and he could deal with all of the politicians in a very professional way. Always had credibility from, in those arenas, wherever he dealt, he was very well respected. You know, I mean, as time went on as, you know, just that respect grew. And I know at one point in time that some personnel

folks, they had some people that were grumbling on the staff and they had some thing they wanted to do. And, I just went to Larry and told him, I said, "Hey, I really don't want to do this. I don't want to go along with what they want." And so he basically, with one phone call, and shut them off. They never bothered me again. And, I know there was, at times they felt, some of them felt, like that I was too involved in some aspects of the work. And one issue I remember, because I was there when he responded to them. Whoever it was, and I was quietly and heavily in the condemnations, in the sense of just staying involved to know what was going on both in the appraisal, the kind of legal stuff, and getting settlements. I mean we really worked hard trying to get settlements on all of our condemnations before we went to court, or even before we condemned a property. So anyway, and I was, I would keep Larry advised on different things that were big issues. But anyway, he had responded to them on the stuff, and we had quite a bit of money in it in condemnations. And, he told them, he said, "Well, I think he's got his mind in the right place, because he's focusing on where we've got big dollars and big budget, and interaction with the U.S. Attorney. So, I think he's got his time properly allocated." And, that ended it. There was never any more grumble about it from wherever that, at that time I'm not sure who it was. It was somebody at Larry's level or somebody off in personnel. But, he was always very supportive, and I've always held there's things, when you get into work, like anybody's doing, whatever kind of work you're doing in an organization that you can only get as much done as your boss will support you with. And Larry's was always very supportive on everything we were doing. And, I really think it's probably true on the rest of his staff, of us that worked for him. He depended on you. I knew he depended on me, and I didn't want to do anything that would violate that trust that he had in me. And, so we had a very good working relationship. And, in fact he was, when I, I'll digress a little bit.

When I was being interviewed for this job I didn't give them Larry's name. They called, the personnel people called the Bureau's office and asked for some names, and they gave him, gave Larry, the folks at C-A-P gave the Scottsdale personnel two names. One was Larry Morton and Rusty Schuster. And so, when I found out they had called me wanting permission to talk to my boss then at Universal. And I said, "Well, yeah. That's fine. Here's the guy's name." And says, "But, you need to be talking to somebody in the Bureau of Reclamation because that's where my real expertise is, you know." He said, "Oh yeah. We've already talked to Larry and Rusty." (Laugh) And so I called Larry a little later. And so, he did a good job. And he kind of threw some other stuff into it that I had not discussed when I had my interview. And so I just know he was very helpful. So, I got him after I got the job and kind of let him know that this baseball park, I might have talked about earlier, with the City of Scottsdale, that when we go buy this golf course, or try to buy it, and you read in the newspaper where it went down the tubes

you'll know what Stan did. (Laugh)

Storey: Larry told me a story that touches on some areas I'm interested in.

Seigal: Sure.

Storey: The difference between property acquisitions and water rights acquisitions.

Property and Water Rights Acquisitions

Seigal: Okay.

Storey: When he was the acting Project Manager he was called up to, I think it was Lake Pleasant, to meet with the—is that the Maricopa?

Seigal: Maricopa Water District.

Storey: Yeah.

Seigal: Yeah. That would be the Maricopa Water District.

Storey: Because they were planning New Waddell [Dam], and he had gone to some staff and they had said, "Oh yeah. What we're planning to do is condemn the water rights of the Maricopa Water District so that Reclamation can control the water in here." And, he went up and they got him in this little room and sort of isolated him and he started talking, and I guess things got very hot after that. Did you have any involvement or knowledge of this?

Seigal: I kind of, not beforehand, I don't think. But I know at one point in time, early on with the Maricopa Water District, they still had the New Waddell Dam there.

Storey: The Old Waddell Dam?

Seigal: The Old, called Old Waddell Dam. (Storey: Yeah.) Called Waddell Dam, (Storey: Uhm-hmm.) or Old Waddell, which is still there by the way, with a big hole in it. (Storey: Uhm-hmm.) But, things got off at a pretty, in a pretty contentious way with the Maricopa Water District. And, I think that was their attorney and general manager, a guy named Joel Falbo [spelling?]. He's a very sharp guy. He really was. That, I think they kind of tried, they kind of had this stonewall kind of a thing of that you couldn't get through. And, it was kind of a negotiation strategy, I think, for their own self-interest. And so, there had been some discussions, I recall, about perhaps

we might have to file a condemnation of the district's interest to be able to build the dam. And it kind of, there was some legal opinion in the Solicitor's Office. I got one buried away someplace. It got to be a real dicey thing in a legal situation that if we had condemned this land or dam the district could argue that we acquired all of their water rights and then, I mean, the price tag would have just gone through the roof. It was a legal strata—a strategic legal position, but it has some merit. (Storey: Uhm-hmm.) That, if we had to condemn, the district's interest or the dam that that could be an outcome that we could find ourselves in that we didn't really want to be in. We didn't really want their water rights per se. We just, they had the land for the reservoir and the dam, and so we were just trying to secure the land interest to prior to build the new dam and breach the old one. And so, I don't, I kind of remember now Larry talking about it. I guess they, he was, I think, there by himself and I guess that district and Falbo [spelling?], and I forgot the guy's name. I'll think of it later. I guess they really zeroed in on Larry and unloaded on him. (Storey: Uhm-hmm.) And Falbo [spelling?], he's no longer there now. I don't know where he went, but he was very, he was an attorney. He didn't practice law. He probably did at one time, but he was an extraordinarily astute guy and I thought probably and outstanding negotiator. He was just, you know he was, I think when they had their meetings Joe would come to the meeting, he had his facts together and our engineers, and I don't mean to mean Larry, but design and these people who were trying to do these other things, they didn't stand a chance against Joe Falbo [spelling?]. And, but I just, I think they, they planned their strategy to play hardball as long as they could to make sure all of their interests, or someone might say more than what their interest should be, protected, were protected. (Storey: Yeah.) And so, you know, out of it they, they had a little old dinky little boat ramp. It was really just a place to launch a little aluminum boat. Ultimately, they got all the recreation marina stuff and some boat ramps. In fact it's the only one there now. Its called Lake Pleasant Harbor. The district owns and runs that, much to the chagrin of Maricopa County Parks. (Laugh) And I think that's probably some of the outcome. (Storey: Yeah.) They planned their strategy very well. But, yeah. (Storey: Hmm.) Yeah. And I don't know if Larry, did he talk about it in his interview or his history?

Storey: About what?

Seigal: About this meeting with the district?

Storey: Yeah, he did.

Seigal: Okay. I just didn't remember. Yeah. I kind of vaguely, I would not have thought about it, but you kind of prompted it. But I kind of remember back when that happened, and came back. And, I guess they worked on him something fierce.

(Storey: Hmm.) Yeah, well he held up pretty good under it, but they were far more prepared for what they wanted than what Larry probably thought was going to happen, which is kind of understandable.

Storey: One of the things he talked about out at Lake Pleasant was Arizona's law for protecting certain plant species, like saguaros, and palo verdes, and all that kind of thing. (Seigal: Uh huh.) And how we had to relocate a lot of those?

Seigal: Yeah.

Storey: I'm wondering if those, the fact that those plants are out there somehow affects the land value? Because, it puts us to the expense of relocating and so on, so on.

Plant Specie Effects on Property Value

Seigal: It doesn't necessarily change the value of the land. It certainly changes your cost. What they did is they, in order to salvage and save as many of the saguaros, and ocotillo. There's a lot of very protected plant in the state of Arizona, the chollas. And so you can't up out in the desert and dig up one and haul it to your yard. You got to have a permit. (Storey: Uhm-hmm.) Even if you dig it up on some land you own in Harquahala and move it to your yard in Scottsdale. You got to have a permit to transport it, issued by the state. And so what they did is they had, over a period of months, before the reservoir was filled, they had some sales. But at one time we owned most of the land. And so the Bureau did a kind of a sale. It was very minimal. If you showed up with a permit, they would let you take a cactus or cactuses to your home or nursery. And they, I don't know all the mechanics that went into it but they got rid of a lot of cactus that way. And I suspect when they, for the footprint of the dam and some of those kind of things, they probably had contractors dig up a lot of the cactus, put them in boxes, or transplant them for future use. That's not really uncommon to see that.

Storey: Yeah. But that wouldn't figure into the appraisal or anything?

Seigal: No. Would not, and does not figure. It becomes a cost factor as opposed to a value, if you own the land. However, we did have a condemnation where the guys tried to do that. They wanted to count up all the cactus and charge you, like a saguaro's worth \$500. Well, maybe, I mean assuming that's the right number, that's probably what that cost would be if you bought it at a nursery but it isn't worth \$500 sitting out there in the desert when you got to get your crew and a truck and go out there and dig it up, put it in a box, put it on a truck and haul it to town. (Storey: Uhm-hmm.) Its got a different value sitting in the ground in the middle of the desert, as

opposed the the cactus sitting in the nursery that you can go in and buy.

Storey: So, how did we respond to that?

Seigal: That was kind of a legal argument. I don't know how it really shook out. We might have settled that case. They had counted all the cactus. They had some guy who was a professor at U of A [University of Arizona] that was an agronomist or something. And, they took this aerial photograph and counted all these cactuses. But, probably the best way to counteract it is that when you look at comparable sales, in other words assume you got a forty-acre parcel and its got all these cactus on it, and you find the forty-acre parcel next to you that sold yesterday, and it sold for \$1,000 acre and it had all the same cactus on it as yours does, which suggests that your property's worth \$1,000 per acre as well. Its not worth \$1,000 acre plus \$500 for every piece of cactus on it. (Storey: Uhm-hmm.) That's kind of a layman approach to it, how you would have to handle that. (Storey: Hmm.) Because the other parcel that forty acres and the guy's got paid \$1,000 acre for it and all the cactus went with it. So, your's is the same scenario. (Storey: Yeah.) But, there's no doubt the cactus have a value of their own because, you know, if you go out there and dig it up and all of a sudden its got a lot of value when you get it to the nursery in town and want to sell it. I mean, you take saguaro cactuses that have an arm on it, probably, I mean you could easily be looking into \$1,000 to \$2,000 for one of those things.

Storey: Really?

Seigal: Yeah.

Storey: And I know they're hard to move.

Seigal: They got special kind of . . .

Storey: He told some amusing stories. (Laugh)

Seigal: Yeah. I can bet. They have a special kind of little sled they put them on and lay it down on a truck. They take them out one at a time, if they're that size. (Storey: Yeah.) You know, little old, little cholla, and some—cholla's are tough, because you hit them and the dang things you get cactus needles all in you. They wrap them in a burlap bag or something. I, but they sold a lot of cactus. So, they were sold virtually at the price of a permit to transport, for kind of the public policy to preserve and protect native plants. So, they moved quite a few cactus out there. Now, some of them get so big you can't move them. They get too big. I mean, they could

weigh, I don't know, thousands of pounds. Those big saguaros with a lot of arms on them. And they had one out there the recreation person had a picture of her by it, and you see this, it must have been a fifty-foot tall cactus and had arms all over it, and the picture and the person there is kind of like dwarfed. (Storey: Uhm-hmm.) Huge cactus.

Storey: Hmm. Did you ever have any working relationship with Dennis Schroeder?

Dennis Schroeder

Seigal: Yes. Schroeder was, I guess about the last four or five years I was in C-A-P he came in there. Schroeder was an excellent Project Manager and I. . .

END SIDE A, TAPE 2. MARCH 17, 2004.

BEGIN SIDE B, TAPE 2. MARCH 17, 2004.

Storey: I'm going to ask you the same question.

Seigal: Okay.

Storey: What was it like to work for him? (Laugh)

Seigal: I really enjoyed working with Schroeder. He was a very personable guy of guy. He's quiet. Pretty soft-spoken fella, and he had a good sense of humor. But he really, I think, respected his staff and that, that's how I felt that when you have a mutual respect with somebody like that you, you as the employee, or in my case, I didn't want to do anything that would harm that trust I felt like I had with him. And, pretty much with the rest of the managers too, but Dennis was, he came, he was and old kind of farm boy from Iowa, I think, was in the construct—came up in the construction side. A real down-to-earth kind of guy. And, you could go, you could go to Dennis and if you were, if you had the bad news he didn't kill the guy that had the bad news. He'd go get the one that was the problem behind it. (Laugh) I know he came to my office one day and he was, he asked me if something, I could tell he was kind of ticked. It had to do with something about somebody had flown on a helicopter. It was one of my staff people. I won't name any names here, but, and at the time I was not supervising that person. It was another person. And he like asked me about this, and I said, "No. I don't know anything about it Dennis. I didn't sign that. Or I didn't approve or concur in it." And so he said, "Okay. I know who did it." And he took off and he and that other person, man he took them on. So, and I had, before he came, I had talked to some of my friends who had worked with him out in the Dakotas, and the guy told me, he said, "Dennis Schroeder," he said, "He's

a good guy," he said. "You just don't want to cross him. If he asks you a question, you tell him the truth. Don't, don't, (Laugh) don't shuck it. Just deal." And he was just a hard worker and he had a lot of respect for all of his staff. I think people, I really think people responded to him that way too. And, but I enjoyed it. And he retired, oh, about two or three months before I went to Denver. And I'll remember, I want to pass this on too, for the record too. In my review, my application, your bosses had to, first level and second level, had to sign off. Well, Schroeder was my second level supervisor, you know, he was the Project Manager. But, on my application, and he wrote me an excellent recommendation for the job in Denver, and was, expressed that with my background in real estate on a project and C-A-P that he felt like I'd be an excellent candidate for the Chief Realty Officer job and doing policy and things in Denver. I suspect maybe that had some weight with Rusty Schuster who was my, who had select me. (Storey: Uhm-hmm.) Because Dennis was well known in the Denver Office as well, particularly the construction side of the arm.

Storey: Tell me about Bobby Bond. Was he your first B-R [?], Reclamation supervisor?

Bobby Bond

Seigal: Bobby Bond, we kind of go back. When I hired on at the Bureau in Amarillo he was a right of way negotiator. I didn't work for Bobby at the time, I was a draftsman. And so as time, a little later on, when I came to C-A-P in 1974, Bobby had transferred down from the Regional Office in Boulder City, he had worked for Roy Geer.²¹ They had kind of tagged him to be the Chief of Real Estate for C-A-P whenever it got going. And so he went to Boulder City in '68, and moved to Phoenix in '72. So, when I went to Phoenix in '72, that's when I worked for Bobby. (Storey: Uhm-hmm.) We were together for a short period of time in Boulder City, but I worked for Bowser, not Bobby. And so, when I came to Phoenix I was working for Bobby. And at the time he didn't have an organization of like a Branch Chief Supervisor. He was basically supervised everybody because it was a small shop.

Storey: And was it '72 or '74?

Seigal: It was '74 when I went to Phoenix.

21. Roy Gear participated in Reclamation's oral history project. See, Roy Gear, *Oral History Interview*, Transcript of tape-recorded Bureau of Reclamation Oral History Interviews conducted by Brit Allan Storey, senior historian, Bureau of Reclamation, in Boulder City, Nevada, edited by Brit Allan Storey, and desktop published by Andrew H. Gahan, 2014, www.usbr.gov/history/oralhist.html.

Storey: Okay.

Seigal: Bobby went, he was ahead of me in '72 and started the office. There was some people already there. But Bobby was the type of person, he was another kind of guy that had a super good memory. He related very well with the political kind of interests, always able to develop a lot of rapport with them. He had ability to, I think, you know, communicate real good with attorneys because he was kind of a, he liked the legal side of it. He didn't, was not an attorney, but he liked the legal side of business. And, he was very thorough and methodical in the sense of, if our correspondence, he was real good writer and he did really put a lot of work and expected his staff to do real good work in your correspondence, and thorough work. And so he was a good negotiator type to meet with the land owners, the big guys, and could come out of meetings with them, they would be impressed with Bobby's ability and his personal communication and rapport with them. (Storey: Uhm-hmm.) And so, Bobby was there from seven—when I got there in '74, I think about three, four, maybe five years, and then he left the Bureau and went to WAPA [Western Area Power Administration]. And that, he would have become their Chief of Realty for Western Area Power Administration. That's when they were dividing the, took the power function away from Reclamation and all the power lines, and all that stuff (Storey: Uhm-hmm.) went to WAPA. And so.

Storey: What about Shunick?

Richard Shunick

Seigal: Shunick was at the, when I came in '74 he was the Assistant Project Manager, and about a year or so later, I think, Cliff Pugh retired, and Shunick became Project Manager. And Shunick and Bobby were very close. They just, you know, how some people kind of bond together, or relate. He had a lot of trust and confidence in Bobby. And Shunick was the one that was kind of pushing to get Bobby to come to Phoenix to be the Chief of Real Estate, and that probably went back several years, from when Bobby, or Shunick was in Washington. And, Shunick was a very polished kind of guy. He wasn't what I, he was an engineer but he didn't fit the sieve of your typical kind of construction engineer. He was more of a businessman type is how I would frame it. And, he was also very effective. He dealt good on the political arena, and to meet with people, and to, he's also an extraordinarily good writer. I know I had one letter that went up to sign out by the Project Manager, who was him, and it had something to do with Wellton-Mohawk, and I had misspelled Wellton. I think it only had one "L" or two, I forget which.

Storey: It has two, I think.

Seigal: Which, well anyway that thing came back with a great big red circle around it and said, "Wellton is spelled like," and he put it in quotes. (Laugh) And he, he was the kind of the person that wanted to see very precise, very well written, and correct grammar in correspondence. And, so I still see Dick along, a lot. He's here in Scottsdale. And, I see him at some of the Reclamation functions, and I call him every once in a while.

Storey: Shunick?

Seigal: Dick Shunick, yeah. He lives right over on Miller.

Storey: He hasn't moved. Yeah, he lives on Miller over there (Seigal: Yeah.) in an apartment.

Seigal: And so, I always enjoyed, at the time I was kind of young enough and far enough in the organization and still trying to find my way in the real estate world, so to speak, that Shunick was, you know, I didn't go there very much. But I got acquainted with him probably more and better a little later. And, because I know Bobby, and sometimes he would call me and want to try to find out how to get hold of Bobby. And so I keep contact with Bond. And so, he was a nice fella. Everybody liked Dick. He was, like I say, the businessman of the engineers.

Storey: Uhm-hmm. What about Meecham [spelling?]?

Ray Meecham

Seigal: I worked with Ray a little bit. Ray Meecham used to be a draftsman years ago, I guess, after the war. He was in Boulder City for a long time. And, when I first got to Boulder City, Meecham was already down on the project, or the development office. So, when I first came in '74, Ray Meecham was working in the Real Estate Group, and he and another fella were preparing the legal descriptions and the tract plats for the real estate we were having to buy. Ray was a, he was the kind of guy, he had a lot of, he was a sharp guy. He come over, he didn't, he was kind of misleading. You wouldn't, he was kind of down-to-earth kind of guy, but he was very pleasant and kind of joking, and had an interesting sense of humor and he had a lot of ability to do, he did a lot of things with the Bureau through the years. And he was just kind of a survivor and did whatever it took to keep a job and did a good job at it. And Ray was there, I guess several years, and then sometime there before, well, a couple years then he retired and went back to Boulder City. I think, I don't, I think it was he retired and then moved back to Boulder City.

Storey: Hmm. State land keeps coming up. Were, are there special issues related to state land?

State Lands

Seigal: Well, a couple aspects of it. The state and the state trust lands, they came to the state of Arizona to be managed for the public trust for the school systems. So, they had a special marching order under the State Enabling Act to maximize the use of state lands and the revenues for the schools. For us, in Reclamation, we had a unique way of acquiring state land. And it's, again, in the enabling, it happened in New Mexico, and the Arizona Enabling Acts, because they came in late, in 19—well, Arizona's 1914 I think. And so they got four sections out of every township for state school ground as opposed to, most other states only had two. Arizona got, Arizona and New Mexico got Two, Sixteen, Thirty-two, and Thirty-six. Other place like California or Nevada got Section Sixteen and Thirty-six, I think. But, in their enabling acts Reclamation, there was a provision for the Reclamation projects or Reclamation for irrigation project purposes to acquire that state land back without having to pay for it, if they needed it for a project. In the case of C-A-P, in the way that we would get paid, we would do what we called a Deed of Relinquishment, and list the descriptions of the real estate we needed. The state would sign it, the governor, and somebody else, and then they would send it back, typically to the Secretary of Interior, because that's where the request came from. And so, the way they were then compensated, they were able to then select other land in lieu, and they would be working with the Bureau of Land Management to select from the public domain lands, alternate lands to make themselves whole. I don't, well as far as the, and so that was, we had a unique way of acquiring state lands when we needed fee title like that. We'd use this Deed of Relinquishment. And I think I had some numbers. Over the period of the project we had about 27-28,000 acres of land we acquired from the state in that manner. (Storey: Uhm-hmm.) There was about, oh, a couple dozen times that we would prepare a deed and have them sign. Early on we were doing them anywhere about one a year or one and a half per year, and they would sign them and return them back. It always worked. This, you know, never objected. We had some discussion one time, "What do we do if the state won't convey it," and I don't know if we ever really come to a real rational reason as to "What will we do if they don't send the deed back?" you know. (Storey: Yeah.) We, thank goodness we didn't have to find out. (Laugh)

Storey: Tell me what kind of changes you noticed when you moved from the region to the project then to Denver. What were the kinds of changes in the nature and character of the offices?

Moving Around Reclamation

Seigal: I think the big thing, and kind of over time a little bit, when I came from the region to the project. I mean they, at the time, they had a small project, the Southern Nevada Water Project. It was setting in Boulder City, or Henderson. So, it was a fairly small construction job, as opposed to coming to Phoenix where it was very large, one of the largest jobs that the Bureau ever had. Certainly at that time it was the largest. [phone ringing] So, coming from the region down to the project, the project was almost totally self-sufficient, within itself on expertise and they didn't need anybody in Boulder City to do anything for them on a technical level. They might administratively got to have somebody sign something, but they didn't add any technical capability or thing to it.

Let me double check this thing, just a second.

Storey: Okay. (Tape paused)

Seigal: Okay, then also at the project office it seemed like that the project started getting some momentum and our budget's increasing. There's a lot of push, schedules were developed, and commitments made too. And, they kind of went up the organizations. And when I say up, out of our office into the Region for funding, for budgets, and deadlines, and design stuff that was being done in the Denver E & R [Engineering and Research] Center. Schedules would get set and so there was a lot of, lot of effort and pressure, if you will, on meeting schedules and meeting deadlines. So, things moved at a fairly fast pace. It was fun. I enjoyed it, but you really had to, you were on top of it and always cognizant of when the next construction project's going to award, at least from my prospective, that we've got our stuff done and certify right of way. And, it went off into other parts of our organization, and the different elements that whatever their role was and their commitments to do things done on a schedule that it was done. And, I think that was a lot behind why the schedule got set fairly on, they wanted water in Phoenix by '85, and we made it. And, water in Tucson by '90, and we made that one. And, I forget what the dams, their schedule was, but the canal system was a real push to meet those schedules. And so it really kind of makes things move along at a fast pace, and things don't go park someplace and wait, and wait to get done. It was a pretty quick turn around on a lot of stuff. So. If you're used to doing it, it's fun. It's kind of dynamic and a fast pace.

Contrasting to coming from the Project and going to Denver, the Denver Office is, they're not as locked into what I perceive to be schedules. I know they have them, but I mean sometimes a schedule could be made or to do a certain thing, and

there wasn't a big consequence if it, if somebody saw, "Well, we can't make that and we need to move the schedule out." It was not as of an impact or a negative consequence. In the Denver Office, predominately, we were doing policies and directives, or somebody might have a question, or memorandums come in. I didn't get a lot that the Denver Office would have to give some sort of technical advice on. And, I remember earlier there was some things that required certain individuals to sign off or approve certain things. And so, from the construction end, when you're on the perspective that, "Well, some of them didn't get approved when they were supposed to," and it really kind of put the pressure on at the project level, I guess, because those schedules might slide while some of ours weren't. And so you get a lot of tension or build up, or pressure, if you will, at the project level, and the Denver operated on a different kind of ball game. And it was probably a more, not so much myself but my perception of it was, more kind of political things that might be from a different perspective a little esoteric maybe. Not that its not important, because at that level those things are important to somebody or they wouldn't be doing them, (Storey: Uhm-hmm.) but it didn't, those things didn't have as much of a direct impact on some imminent schedule that somebody has got. So, their schedules could move and slide without any real apparent, causing any difficulty for somebody. That's kind of my take on the difference of them. (Storey: Hmm.)

The Region, when I was in the Region, it was, at the time, to the extent I wasn't involved in construction, it was somewhat like my perception what I explain to you the Denver Office, maybe not quite as so. Because you're generally more exposed to kind of hands-on, some interaction to get done. You got some constituent, some entity that you're having to do this thing for that's not a Bureau person. There's somebody on the outside of the Bureau that you're doing it for, to, or with. And, as you get to Denver, whatever, my, I always felt I'm more insulated from the external part of the organization. While, at the project, you were an eminent part of the external part. It's just, everything you did had an impact external to the organization that you're dealing with. So, anytime you get Denver, you're predominately dealing with somewhat, some other Bureau employee in the Region or project, or some Bureau employee in Denver, or some other fed. And it just kind of alters the perspective in terms of schedules.

Storey: Uhm-hmm. Anything else we should talk about? We've talked about condemnations.

Seigal: The land records. Yeah. (Storey: Yeah.) No. I can't think of anything. I made my notes. I think I've pretty much covered the things that I can, in our other sessions you know, and I think I've got them. I could, I guess maybe somewhere at the end I'd just like to express my appreciation for getting the opportunity to do this. I know

not too many people get the chance to do it, and I know right after you talked to me about doing it, and I kind of got to thinking. At first, "Oh, that's going to be great and neat," which I was looking forward to it. Then all of a sudden, "Oh, this could be kind of, be a big thing because, you know, you're going to put this all down in writing and it's a record for everybody to look at from now on, whoever wants to look at it." (Storey: Uhm-hmm.) So, from my perspective, like I say, it's been great. I've tried to share things that kind of make the real estate and what we did as kind of day to day thing, and it's kind of like the little war stories that, I don't think if you were there involved in them you don't ever forget them. (Storey: Yeah.) And some of them are good to share with people and some of them maybe not so good. (Storey: Yeah.) But, basically, hopefully I got something people will look back on and realize what we did. And, I really don't think it's a lot different than some other projects, but C-A-P was a big project and felt good to be part of a project or a thing that's going to have a big benefit to a lot of people for a long time. And, I think it's the same thing a lot of the Bureau projects, maybe not to the magnitude, but certainly just as important to the people that are taking those waters and use them. And like I say, there's probably a lot, a lot, other war stories and better stories from some of my other real estate peers who are no longer around, (Storey: Hmm.) either employed or here. But, so I really, I feel grateful to get to do it, and I hope it, that people will find that they appreciate it and see it.

Storey: Well, I just remembered something. Trespass situations. You mentioned one. Did you get involved in trespass very much? Or would the nature of C-A-P preclude that?

Trespass Situations

Seigal: We didn't have, on C-A-P we had very very little. Just, I can only think of a couple of situations. There was a couple, when I was in the region, I think I talked about the advertising signs. The trespass in the Bureau, if you will, is really not so much maybe trespass but where you have cabin-site permits, and they're a whole different kind of a breed of issue. But on our project we didn't have a lot and I guess part of it is that now that the project is into O & M [Operations and Maintenance] and you've got the district, there's patrolling canal. They generally know where the right of way are. Most of the time the fence is on the right of way so it tends to help. "Good fences make for good neighbors." (Storey: Uhm-hmm.) And so, but it's, you, there might be a few, but they wouldn't be a real problem as far as if they were a risk to the project or the feature it would be solved really fast.

Storey: What about when you were in Boulder City?

Seigal: The closest thing I had was these advertising signs. But, and, the only ones, and on the periphery, I knew that had one or two over at Imperial Valley. Somebody had a horse facility or something. But, many times those things don't put the facilities at risk, so it tends to be not as onerous kind of issue, but when they do have them they seem to be very difficult for the feds to solve, short of going out there with a sheriff and a bulldozer and move, physically moving them off. It's very difficult to get them off or reconcile it where they'll move and leave, or eliminate the trespass.

Storey: I just thought of another thing. Let's talk a little bit about relocation. What kinds of things can people get paid for? And I guess there would be two different categories, residential and business?

Relocation Benefits

Seigal: Yeah, they, it breaks along the lines for business and residential. A residential relocatee typically if it's an owner-occupant, they're going to get what, you'll pay for the property, they will be giving some money to move their personal property out of the property, out of the house. They have to, if they go buy another place they, we have what they call a replacement housing payment. In other words, if we paid them \$100,000 for the house that we bought and they go into the real estate market and now the closest comparable property that's available and for sale is worth \$105,000 they'll be entitled to another, difference, that payment of that difference. They just have to go buy a house that cost \$105,000. Not that one that you saw that's for sale but one that costs at least that much and they would get the \$5,000. Tenants get paid generally about \$4,000 or in some aspects that can get a little bit more now. Or they cost share for a down payment on a replacement dwelling, and plus they get moving expenses.

A business, if you buy a property that's a business, and it doesn't even have to be a money-making business. It's just, they're there. They're running a business. There's no dollar limit of what it costs to move all of their personal property, whether it be a manufacturing plant, or lumber yard, they're paid to move all of their personal property from off of the property you've acquired. And, like in the case of ADOT [Arizona Department of Transportation], they've have some that were into the millions of dollars, like a manufacturing place. Some businesses that have a lot of inventory, you have to move it all off. (Storey: Uhm-hmm.) If it's a smaller business some of them will get what they get a payment in lieu, which based on their income or profit that that business makes they can get up to \$20,000 just to leave. What would happen would be if you got a small office, they don't have much inventory or much to move, the guy's maybe got a little barber shop or something. And so, their moving costs are nil, but if they make enough money they can be paid

\$20,000 so you just make a payment up to a maximum of \$20,000 and then they, to get the \$20,000 they can't file any other claims. They just got to leave, and move away.

Back to the residential, I probably missed that one. If they happen, and typically they're going to have to go get a new loan for the new house they move to. So, if, right now the market is pretty flat so most people when they buy the house and they're going to go and buy another one they're probably going to pay less interest than they're paying now. But, there's been situations in the economy where we, they might have had a six percent loan and they got to go buy a house and they got to get a loan and now its eight percent. They get a, what the thing called the present value of the interest differential, and they'll get a cash payment for that difference in the interest they're going to have to pay to get a mortgage on their next house.

Storey: What about like loss of business because you're having to take time to close down and move and all that kind of stuff?

Seigal: Loss of business and loss of revenues is not an issue that's compensable. It's just, it is and it can happen but the Congress, the laws are such that it's not a compensable loss. And so, when businesses move, I mean some of them are essentially that a lot of them go out of business, particularly smaller business. A move is a death knell to some businesses. If they're kind of marginal at the point, or their location is real sensitive to their business they can get hurt. So, there's some new things going on in Congress. They're trying to kind of improve the benefits to businesses. And they basically are just given a notice to move and they got to be out of there. A residence you can't, you can't as quickly move them out until they've got a place, a replacement dwelling, residence or a place to rent. (Storey: Uhm-hmm.) A business is going to get treated a little bit harsher hand in terms of time frame, but residences is a little more grace there.

Storey: A little more flexible?

Seigal: Yeah. (Storey: Hmm.) The point is, they're going to have to move, they just, they'll have a little bit more time. But, if you got a big program going, you got businesses, you want to get to those as fast as you can so that they got as much time as you can allow them to make their move. Usually if you got enough time you can solve a lot of problems. And, I know the ones with ADOT, some of the businesses they were doing better in their new locations. They were able to, they were astute to where they moved and they bettered themselves. And, sometimes they might have to pay more rent, or in some times they don't. But some of them that are sensitive to traffic

or whatever they'll get in places where their business can improve. (Storey: Hmm.)
It's not always, but, yeah.

Storey: Well, let me, I guess nothing else has come up?

Seigal: I haven't thought of anything else.

Storey: Okay, let me ask then if you're willing for these tapes and the resulting transcripts to be used by researchers?

Seigal: Yes. That's fine. I hope they are.

Storey: Good. Thank you.

END SIDE B, TAPE 2. MARCH 17, 2004.
END OF INTERVIEWS.